

**ILO FINAL EVALUATION**

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| <b>Evaluation Title:</b>                           | <b>Final Cluster Evaluation of the Projects</b><br><br>1) <b>TUR/17/06/USA: “Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey”</b><br><br>2) <b>TUR/17/04/USA: “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey”</b> |
| <b>ILO TC/SYMBOL:</b>                              | <b>TUR/17/06/USA &amp; TUR/17/04/USA</b>   |
| <b>Type of Evaluation:</b>                         | <b>Independent Final Cluster Evaluation</b>  |
| <b>Country:</b>                                    | <b>Turkey</b>  |
| <b>Date of the evaluation:</b>                     | <b>23/03/2020</b>  |
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| <b>ILO Administrative Office:</b>                  | <b>ILO Office for Turkey</b>   |
| <b>ILO Technical Backstopping Office:</b>          | <b>MIGRATION</b>   |
| <b>Other agencies involved in joint evaluation</b> | <b>NA</b>  |
| <b>Date project ends:</b>                          | <b>31/12/2019</b>  |

|                                  |  |
|----------------------------------|--|
| <b>Donor Country and Budget:</b> | <p>US Department of State, Bureau of Population, Refugees and Migration (PRM) USD 6,907,066 (TUR/17/06/USA)</p> <p>&amp;</p> <p>US Department of State, Bureau of Population, Refugees and Migration (PRM) USD 2,100,000 (TUR/17/04/USA)</p> |
| <b>Evaluation Manager:</b>       | Özge Berber Agtaş  |
| <b>Key Words:</b>                | <p>Migration, Refugees, Empowerment, Employability, Skills Development, Vocational Training, Migrant Entrepreneurship, Governance, Capacity Building, Awareness Raising</p>  |

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

| <b>FINAL CLUSTER EVALUATION – KEY INFORMATION</b> |  |
|---|--|
| <b>Project title</b>                              | TUR/17/06/USA: “Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey” Project<br>&<br>TUR/17/04/USA: “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project   |
| <b>Contracting Organization</b>                   | International Labour Organization (ILO)  |
| <b>ILO Responsible Office</b>                     | ILO Office for Turkey  |
| <b>Technical Units</b>                            | MIGRATION  |
| <b>Funding source</b>                             | US Department of State, Bureau of Population, Refugees and Migration   |
| <b>Budget of the Projects</b>                     | TUR/17/06/USA: USD 6,907,066.00<br>TUR/17/04/USA: USD 2,100,000.00   |
| <b>Location of Projects</b>                       | Turkey (Adana, Ankara, Bursa, Denizli, Erzurum, Eskişehir, Gaziantep, Hatay, İstanbul, Konya, Mersin, Sakarya, Samsun, Şanlıurfa)  |
| <b>Type and Number of Beneficiaries:</b>          | 11.600 Syrian refugees (SuTP)<br>1.600 non-Syrian refugees and asylum seekers (IP)<br>Host community members<br>Employers<br>Relevant government officials & tripartite constituents<br>Private sector   |
| <b>Duration</b>                                   | TUR/17/06/USA: 30/09/2017 - 31/12/2019 (Initially the third phase’s end date was 30.09.2019, as the next phase was articulated, the total duration of the project extended)<br>TUR/17/04/USA: 27 months, 25.09.2017 – 31.12.2019 (the duration of the project was extended from 29 March 2019 to 31 December 2019) |
| <b>Outcomes</b>                                   | Outcome 9, TUR 159   |
| <b>Overall Objective</b>                          | To enhance the livelihoods and social cohesion of Syrian and non-Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles.  |

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|--------------------------------|--------------------------|------------|----------|------------|
| <b>Type of Evaluation</b>      | Final Cluster Evaluation |            |          |            |
| <b>Name of the Evaluator</b>   | Şebnem Akçapar           |            |          |            |
| <b>Final Evaluation Period</b> | Start date               | 08/01/2020 | End Date | 23/03/2020 |
| <b>Indicative Field Phase</b>  | Start date               | 15/01/2020 | End Date | 15/03/2020 |

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## List of Acronyms

|                    |   |
|--------------------|---|
| <b>3RP</b>         | Regional Refugee and Resilience Plan  |
| <b>ADASO</b>       | Adana Chamber of Industry   |
| <b>ASAM</b>        | Association for the Solidarity of Asylum Seekers and Migrants                       |
| <b>DGMM</b>        | Directorate General of Migration Management of the Turkish Ministry of Interior     |
| <b>DGILF</b>       | Directorate General of International Labour Force                                   |
| <b>ESOB</b>        | Union of Chambers of Merchants and Craftsmen  |
| <b>EVAL</b>        | ILO Evaluation Office   |
| <b>GESOB</b>       | Unions of Merchants and Craftsmen in Gaziantep                                      |
| <b>GoT</b>         | Government of the Republic of Turkey  |
| <b>GSO</b>         | Gaziantep Chamber of Industry   |
| <b>IHKIB</b>       | Istanbul Apparel Exporters' Association   |
| <b>ILO</b>         | International Labour Organisation   |
| <b>ILS</b>         | International Labour Standards  |
| <b>IP</b>          | International Protection  |
| <b>İŞKUR</b>       | Turkish Employment Agency   |
| <b>IT</b>          | Information Technology  |
| <b>ITC-ILO</b>     | International Training Centre of ILO  |
| <b>KIGEP</b>       | Program of Transition to Registered/Formal Employment                               |
| <b>KOSGEB</b>      | Presidency of Administration of Small and Medium-sized Industrial Enterprises       |
| <b>LED</b>         | Local Economic Development  |
| <b>MEKSA</b>       | Vocational Training Foundation  |
| <b>M&amp;E</b>     | Monitoring and Evaluation   |
| <b>MoFLSS</b>      | Ministry of Family Labour and Social Services                                       |
| <b>MoFLSS GLIB</b> | Ministry of Family Labour and Social Services, Guidance and Labour Inspection Board |
| <b>MoJ</b>         | Ministry of Justice   |
| <b>MoNE DGLLL</b>  | Ministry of National Education, Directorate General of Life-Long Learning           |
| <b>NGO</b>         | Non-Governmental Organisation   |

|                 |   |
|-----------------|---|
| <b>OECD/DAC</b> | Organisation for Economic Co-operation and Development/Development Assistance Committee |
| <b>OSH</b>      | Occupational Safety and Health  |
| <b>PEC</b>      | Public Education Centre   |
| <b>PRM</b>      | US Department of State, Bureau of Population, Refugees and Migration                    |
| <b>RBM</b>      | Result Based Management   |
| <b>RMRP</b>     | Regional Refugee and Migration Response Plan of the UN                                  |
| <b>SDG</b>      | Sustainable Development Goals   |
| <b>SSI</b>      | Social Security Institution   |
| <b>SuTP</b>     | Syrians under Temporary Protection  |
| <b>ToR</b>      | Terms of Reference  |
| <b>TOBB</b>     | The Union of Chambers and Commodity Exchanges of Turkey                                 |
| <b>TTO</b>      | Technology Transfer Office  |
| <b>TurkStat</b> | Turkish Statistical Institute   |
| <b>TVET</b>     | Technical and Vocational Education and Training   |
| <b>UN</b>       | United Nations  |
| <b>UNDCS</b>    | United Nations Development and Cooperation Strategy                                     |
| <b>UNEG</b>     | United Nations Evaluation Group   |
| <b>UNHCR</b>    | United Nations High Commissioner for Refugees   |

## Executive Summary

### *Projects' Background*

According to the UNHCR, Turkey has been hosting the highest number of refugees and asylum seekers since 2015. The data provided by DGMM suggests that the number of Syrian refugees has reached almost 3.6 million who are under temporary protection.<sup>1</sup> Other than Syrian nationalities, there are around 400.000 non-Syrian refugees and asylum seekers which consists of Afghans, Iraqis, Iranians, and other nationalities mainly Africans who are under international protection.<sup>2</sup> Syrian and non-Syrian refugees dominate the unskilled labour markets in Turkey albeit they work mainly in the informal sector without any social security and personal safety.<sup>3</sup> The protracted case of Syrians underlines the permanent nature of forced migration despite the initial intention of being temporary. Other nationalities under international protection have no or little intention of going back to their countries of origin due to ongoing conflicts, failing states, political instability, fear of persecution due to belonging to a social group (e.g. gender and religious affiliation) and political opinion. These socio-political reasons are often coupled by economic and environmental factors such as losing livelihoods, droughts, unequal distribution of wealth, and household strategies by family members staying behind by dependence on remittances. On top of registered refugees, many irregular migrants coming from diverse countries occupy the same positions in labour markets making the already existing work conditions more precarious. This permanence and protracted nature of displacement require the inclusion of refugees regardless of their nationalities into labour markets. Yet, the social acceptance of Turkish nationals remains historically low when compared to couple of years ago. This is mainly due to misperceptions in society that migrants as well as refugees steal jobs, that they are culturally different, that they exploit already scarce resources in social institutions, especially in health, education, and economy. In such a volatile context, rather than interim regulations, solid policies of integration and social cohesion become pertinent. Concurrently, the Government of Turkey has taken a number of significant steps to improve the living conditions and livelihoods of Syrian refugees within the last years, particularly in the context of access to public education, public health and employment. Most of the funding that flows from the EU promised under the Turkey-EU Statement dated on March 18, 2016 as well as other international donors,

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<sup>1</sup> <https://www.goc.gov.tr/gecici-koruma5638>

<sup>2</sup> <https://www.goc.gov.tr/uluslararasi-koruma-istatistikler>

<sup>3</sup> Loayza, N. et al. (2018). "Informality and Labor Market Effects of Mass Migration: Theory and Evidence from Syrian refugees in Turkey." Available at: <https://events.barcelonagse.eu/live/files/2352-gabrielulyssa61349.pdf>

however, target mostly Syrian nationals while protection measures of ‘other’ refugees are much less in number. This results in tensions not only among different refugee groups but also among the local/host communities especially when there are scarce resources and economic downturn. The grim effect of Covid-19 on global economy and its reflections on national labour markets are yet to be seen in the coming months. This would most definitely put additional stress and make a negative impact on employment of refugee communities in Turkey who are mostly employed in the informal economy often under precarious situations. ILO cautions that migrant workers will be more adversely affected by the global pandemic than others and they are considered to be among the most vulnerable group due to insecurity, working and living conditions, increased restrictions, closure of businesses, non-payment of wages.<sup>4</sup> These two projects under final cluster evaluation address directly these issues in an effort to solve the most pressing problems.

### *Evaluation background*

The purpose of the final cluster evaluation is to contribute to organizational learning and ensure accountability.

The main reasons why the cluster evaluation modality was chosen include the similarity of results framework and shared objectives, agreement of the donor, which is the same in both projects, possibility to combine geographic and thematic focus.

The scope of the final evaluation encompasses all activities and components of both projects. The main clients of the evaluation are the ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian and non-Syrian refugees, and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in all provinces mentioned above and the donor.

The methodology adopted for final evaluation is as follows: 1) data collection from a wide range of sources, including secondary sources, such as existing literature review on refugees and economic integration in Turkey and other countries, national and international reports written on the topic; 2) desk review of all project material, including the project documents, progress reports, workshop/meeting reports, evaluation reports of activities, mid-term

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<sup>4</sup> See ILO Policy Brief dated April 2020. Available at: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_protect/---protrav/---migrant/documents/publication/wcms\\_743268.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_743268.pdf)

evaluations and other relevant outputs as provided by ILO project teams, 3) available quantitative data in the area of livelihoods and work permits of Syrian and non-Syrian refugees and asylum seekers in Turkey, 4) qualitative data, such as conducting semi-structured interviews with project partners, experts, stakeholders, etc., 5) focus group meetings with beneficiaries. The final evaluation is based on the conceptual framework provided by OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach.

*Accordingly, the main findings are summarized below:*

**Relevance:** Both projects were designed in such a manner to fill a significant gap in the field of improving the livelihoods of Syrian and non-Syrian refugees and asylum seekers in Turkey and the activities carried out generally corresponded with the stated objectives as written in ToR. During the course of the implementation, a series of output and impact indicators were identified in relation to each of the 3 main objectives. Similarly, the design of projects is in line with the ILO's strategic and national policy frameworks and its priorities. The intervention logic was coherent and realistic at most times to achieve the planned outcomes. They support United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020) specifically under Priority 4 for Migration and International Protection, and 2030 Agenda for Sustainable Development Goals. As regards the appropriateness of the design of the activities and courses in addressing the direct needs of beneficiaries, some challenges persisted. These arise mainly due to the shorter duration of training than originally planned thereby decreasing the satisfaction level of some participants and implementing partners alike. Late arrival of equipment and training material in some provinces due to financial and bureaucratic restraints also limited the optimum benefit to be taken from activities. Furthermore, the selection criteria of some beneficiaries by local NGOs were at times problematic due to limited number of reachable refugees already enlisted in the database of some NGOs running the program.

**Coherence:** The two projects complemented other ILO projects run under ILO Refugee Response Programme, 3RP as well as other national and international donors' activities targeting to increase data and knowledge base on refugees, to improve refugees' employability and skills formation, to enable environment for business development for refugees as well as to increase the governance capacity of migration management related public institutions. Moreover, as regards to criteria such as creativity, flexibility, and

innovation, their design is much better focussed offering short-term and mid-term solutions unlike many projects already available in the country which yield no concrete results leading to formal employment. Another strong suit of the project design targeting Syrian refugee communities was the introduction and training of entrepreneurship programs for the young and skilled populations which can be extended to other refugee populations with higher human capital. Although target groups were different in the two projects, it seems that after passing a threshold they have the capacity to foster integration and understanding by eradicating prejudices.

***Effectiveness:*** The projects were quite effective since they managed to achieve their objectives in the foreseen time frame after a brief extension period. They also stayed within the limits of the allocated resources. One of the most important contributions of the projects were to enhance the knowledge and evidence base by identifying, profiling and analyzing reliable data and labour force information on those under temporary and international protection. However, more gender-based studies should be conducted across different provinces to understand the dynamics of demand and supply end of the labour markets and to pair up beneficiaries (those in need of work) with the relevant industries (those in need of skilled and semi-skilled labour). Regarding the effectiveness of strengthening the capacity of national and local authorities to address challenges and strengthening coordination mechanisms, structural obstacles remained despite some positive developments. These structural problems are not easy to overcome due to highly politicized nature of migration and refugee issues in Turkey. Besides, it is coupled with changing policies and reluctance of officials to share information and statistics let alone strengthening already existing mechanisms. The effectiveness of the projects on supporting existing national mechanisms, improving information and wider understanding on refugees and asylum seekers, informing them of their rights, benefits and responsibilities has yielded different results in different provinces and among different groups of refugees.

***Efficiency:*** Both projects received adequate political, technical and administrative support from the ILO and its national partners, who are directly involved in the design and implementation of projects. A series of indicators (output) and impacts (progress) were neatly identified in quarterly reports in relation to three objectives. Although the overall efficiency is satisfactory, there is room for improvement. There is a need to gear efforts towards M&E of activities conducted in order to assess whether the resources have been used appropriately to reach the desired outcomes. This is especially important since we know that there are regional differences at the macro and micro levels. An impact assessment needs to be

considered at the end of the project in order to guide future public policies on the issue and establish good practices and models to be used in future interventions. A further point concerns the need to improve the management structure to promote more efficient coordination among objectives, activities, stakeholders and provinces. More efforts are needed in terms of adopting a more integrated approach in project management, and enabling efficient communication and transfer of information among all relevant stakeholders.

***Sustainability and Impact Potential:*** The sustainability of the projects is strongly dependent on existing public policies, collaboration with public partners, and political and economic context. Therefore, it is vital to focus on institutional capacity-building at the national level in order to enhance sustainability while building effective alliances and partnerships at the local level. To this end, at the local level, civil society and private sector will play a determining role to ensure sustainability and impact of such projects in the future. It is as important to consider the wider socio-economic conjuncture as there is danger to attract negative reactions from the public. There is an urgent need to launch a nation-wide campaign to raise the awareness of both the beneficiaries and host communities. Bottom-up approaches, such as household surveys in order to profile skill-sets, socio-economic and demographic characteristics of refugees and analyzing employers' needs and potentials in different provinces surely help design better projects and interventions. One of the other criteria for sustainability and impact is improving linguistic capacity of refugee populations. People still live in uncertain times politically, economically and socially, and will need to see when and how nation-states recover after facing the grim effects of Covid-19. Yet, it is also important to demonstrate that refugees as active members of society can help heal during re-structuring process.

***Lessons Learned and Emerging Good Practices:*** It is apparent that the success to achieve project objectives wholly depends on the level of ownership of local stakeholders, supportive host communities (including employers), and availability of employment possibilities and services offered at the local level. Yet, there is a need to improve the management structure of the Projects to promote more efficient coordination among objectives, activities, stakeholders and provinces. As such, two positions are extremely important: M&E officer and Communication Strategy Officer. All EGPs are in line with ILO's main objectives and fall under policy areas of ILO Office for Turkey. Some of the EGPs identified were as follows:

- The private sector partnership and on-the-job training to ensure access to job markets after earning the necessary skills, cooperation with chambers of industry and chamber

of merchants for bringing potential employees and employers together through various gatherings;

- Capacity building of the labour inspectors of GLIB, SSI labour inspectors and the judges, the workplace mentorship with an innovative approach, and cooperation with the private sector through IHKIB on capacity building and promoting Social Compliance Internal Auditing;
- Fighting against the worst forms of child labour and facilitating their access to formal education through enrolment of refugee children in apprenticeship programmes;
- Job placement and transition to formality programme (TFP) of Syrian small businesses which significantly contribute to decent work conditions;
- Development of Entrepreneurship Ecosystem in the field of IT.

***Conclusions and Recommendations:*** The findings of the Final Cluster Evaluation point to the aspects and requirements of overall successful progress of the projects in the future and identify areas that may need further attention. These include:

- Continuation of collaborative and supportive attitude of project teams,
- Close coordination between ILO Office for Turkey and other stakeholders,
- Consistency and complementarity of the activities and outputs of the Project,
- Critical selection of experts, coordinators, and training personnel.

On the other hand, the points that need further consideration are as follows:

- Uneven progress recorded across the provinces due to differences of refugee populations, labour market demands, and the willingness of employers to collaborate;
- Coordination and collaboration among the stakeholders as a result of poorer quality of PEC education/training modules recorded in certain provinces, and late payment of stipends allocated for beneficiaries for travel and other immediate daily expenses;
- Socio-cultural and linguistic differences between beneficiaries;
- Limitations due to the existing legislative framework and reluctance to cooperate at times;
- Problems in reaching out to potential beneficiaries, especially women in certain provinces;
- Developing an effective communication strategy to disseminate results and success stories for empowerment and to eradicate prejudices to ensure social cohesion;
- Coordination with other UN Agencies and national institutions regarding projects on

labour market integration of refugees, including on-site training.

As a result, some of the recommendations are cited as follows:

- Place more efforts on provinces where progress has remained limited. Discuss ways to overcome resistance from local institutions including private sector and eliminate prejudice emanating from host communities in those provinces with the involvement of main partners and collaborators, and identify further interventions if necessary in order to raise awareness in these specific provinces on the rights of refugees;
- Disseminate the good practices and know-how emerging out of provincial contexts across to the partners and stakeholders in order to promote mutual learning and ensure the sustainability of the Project;
- Plan further activities to bring together the stakeholders involved in different components of the Projects in order to ensure that all stakeholders are up-to-date with the Project's progress, and to promote exchange of good practices and know-how around the issue;
- Place more attention to develop tailor-made measures across provinces, where research has established diverse compositions of nationalities, education and skills levels, skills requirements, sectors with job openings;
- Focus on ways to increase the impact of the training courses, considering ways to make their duration longer, complement them with other skills-development courses, and identify new areas of vocational training, particularly targeting value-added sectors and new labour market demands;
- In line with tripartite character, ILO can continue to play an active role between different institutions (trade unions, private sector, employers' associations, relevant government offices, other international organizations) in the coordination of such projects; including but not limited to promoting collaboration with other UN agencies working in the field in order to avoid overlapping and repetitive services and activities; concentrating efforts on effective monitoring and evaluation; ensure the follow-up work for the job placement of training participants, as well as their registration at İŞKUR;
- Future projects should continue to target the elimination of child labour among local communities as well as refugee children under temporary and international protection.

## **1. PROJECTS' BACKGROUND AND CONTEXTUAL FRAMEWORK**

This section will first briefly summarize the political, socio-cultural and economic context concerning employment of refugees and asylum seekers, legislation, regulations governing their access to labour markets and main problem areas. It will then provide a brief summary of projects' purpose, logic, structure and main objectives. This subsection will also outline the intervention logic, strategies, geographic coverage and the role of the ILO project teams and other stakeholders during the implementation.

### **1.1. Forced Migration into Turkey: A Brief Summary**

Turkey hosts the highest number of refugees in the world today due to failing states in its immediate region fuelled by a combination of economic and political problems facing many in neighbouring countries and beyond. There are more than 4 million refugees currently residing in Turkey. Since 98% of them are urban refugees, they also need to find jobs wherever available mostly in urban and semi-urban areas. The largest number of refugees in Turkey are from Syria and those registered under temporary protection amounts to 3.588.131 as of March 12, 2020.<sup>5</sup> Only 63.995 of them have been living in 7 remaining camps located in 5 cities and the rest of them (3.524.136) are outside camps as there is an end to encampment policy with the closure of many along the bordering zones. The provinces with the most Syrian refugee population are as follows: Istanbul (495.783), Gaziantep (450.677), Hatay (439.148), Şanlıurfa (422.674) and Adana (246.339). Syrian refugees are considered as part of an active labour force in the 15-64 age range with 2.097.264 persons.<sup>6</sup> However, various reports estimate that 63% of Syrians are in need of work while those who work cannot have decent work conditions. Although there is no opportunity to obtain precise information about how many people actually employed, it is estimated that between 500.000 and 1.000.000 of Syrians are in the informal economy.<sup>7</sup> That simply means that there is no job security, no decent work conditions, no coverage and social security in case of work place accidents.<sup>8</sup> Even work-related deaths remain unreported leaving no benefits for the remaining members of the family.<sup>9</sup> Other than Syrian refugees, the DGMM statistics indicate that 534.726 applications for international protection between 2010 and 2019. They mainly come from Afghanistan, Iraq, Iran and other countries and constitute 'other' refugees. In 2018, 114.537

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<sup>5</sup> <https://en.goc.gov.tr/temp>

<sup>6</sup> <https://data2.unhcr.org/en/situations/syria/location/113>

<sup>7</sup> Kadkoy, O. (2017), "Syrians and Labor Market Integration: Dynamics in Turkey and Germany", The German Marshall Fund of the United States.

<sup>8</sup> [https://www.europarl.europa.eu/RegData/etudes/STUD/2016/595328/IPOL\\_STU\(2016\)595328\\_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2016/595328/IPOL_STU(2016)595328_EN.pdf)

<sup>9</sup> WB Special Report prepared by Sebnem Koser Akcapar (June 2018) on informality, social security and labour market integration of Syrian and non-Syrian refugees.

number of people had applied for international protection.<sup>10</sup> Their nationalities are as follows: Iraq (68.685), Afghanistan (31.148), Iran (9.619), Somali (1.082), Pakistan (350) and Yemen (200). In 2019, out of 56.417 applications, the majority are Afghan nationals (35.042), followed by Iraqis (15.532) and Iranians (3.558). As of March 12, 2020, there were 56.217 new cases filing their applications for international protection out of which 35.042 were Afghans, 15.532 were Iraqis, 3.558 were Iranians. For non-Syrian refugees, though, there are even more stringent requirements to access into the formal labour markets. Due to changes in the registration system for non-Syrian refugees in 2018, many Afghans for example have been unable to register with the Turkish authorities under international protection at all, making them directly ineligible for work permits.<sup>11</sup> Most of the Afghans either enter Turkey through well-established routes of migrant smuggling from their country of origin or after being born and lived in Iran under precarious conditions for decades.<sup>12</sup>

### **1.1.1. Effects of Forced Migration on Labour Markets: Legislation and Legal Procedures on Work Permits**

Law no 4817 on Work Permits of Foreigners (LWPF) passed in 2003 and Law no 6458 on Foreigners and International Protection (LFIP) passed in 2013 regulates immigration and foreigners' integration in the labour market. LWPF grants work permits based on labour demands instead of nationality. Yet, the law did not specifically mention the right to work for any refugees (i.e. in Turkish case those who are under international protection and temporary protection) that are not of Turkish descent.<sup>13</sup> LFIP allows applying for a work permit to international protection applicants, conditional refugees and those under subsidiary protection after six months from the date they registered. However, there is another regulation for Syrian refugees, since they are considered as persons under temporary protection.

According to Article 29 of the Temporary Protection Regulation adopted in October 2014, entitled "Access to the labour market services," it is stated that "persons, who hold a Temporary Protection Identification Document, may apply to the Ministry of Labour and Social Security for receiving work permits to work in the sectors, professions and geographical areas (provinces, districts or villages) to be determined by the Council of

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<sup>10</sup> <https://en.goc.gov.tr/international-protection17>

<sup>11</sup> <https://www.refugeesinternational.org/reports/2019/9/18/insecure-future-deportations-and-lack-of-legal-work-for-refugees-in-turkey>

<sup>12</sup> İçduygu, A. and Koser Akcapar, S. (2016). "Turkey," In M.L. McAuliffe and F. Laczko (Eds). *Migrant Smuggling Data and Research: A global view of the emerging evidence base*. Geneva: IOM Publications.

<sup>13</sup> İçduygu, A. (2016), "Turkey: Labour Market Integration and Social Inclusion of Refugees", European Parliament. Policy Department A: Economic and Scientific Policy. Available at: [http://www.europarl.europa.eu/RegData/etudes/STUD/2016/595328/IPOL\\_STU\(2016\)595328\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/595328/IPOL_STU(2016)595328_EN.pdf)

Ministers.<sup>14</sup>” “Regulation on Work Permits of Foreigners under Temporary Protection,” entered into force in January 2016, regulates and facilitates the access of Syrians to the labour market including work permits, employment quotas, and determination of minimum wages.

Syrians and other foreigners who entered Turkey with a valid *passport* and in a regular way, are supported to get a residence and work permit. These persons are allowed to work under the Law on the Work Permit of Foreigners.<sup>15</sup> In April 2016, another work permit regulation by facilitation the access to formal employment for international protection applicants and conditional refugees was adopted. In June 2016, Law no 6735 on International Labour Force Law entered into force for all foreigners who have a long-term residence permit and/or for those who hold work permits. The law also introduces “Turquoise Card,” which is an attempt to attract and keep high-skilled labour in the country but still to be fully implemented.<sup>16</sup> The latest statistics available as regards residence permits given date back 2018 and as follows: Syrians (99.643), Iraqis (104.444), Iranians (44.313), and Afghans (39.283).<sup>17</sup> The law does not cover those under temporary protection, but high-skilled Syrians are targeted to be kept in Turkey by granting them Turkish citizenship.<sup>18</sup> Their problems do not end though after being acquiring citizenship, but they are simply added to the masses of deskilled and underemployed.

### **1.1.2. Access to Decent Work and Main Problem Areas**

According to data of TurkStat in July 2017, the proportion of the informal market is %35,2.<sup>19</sup> The informal economy comprises a significant share of the total economy and agricultural sector, where most informal workers are employed, is followed by the construction and service sectors. In the industrial area, the number of informal workers is the least. Research focusing on the impact of Syrian refugees in Turkey states that Syrian refugees led an increase in informality among low skilled local workers.<sup>20</sup> Since there is no requirement of work permits in the agricultural sector, the massive supply of labour in this area also brings about an increased competition among agricultural workers which leads to significant losses

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<sup>14</sup> <https://www.refworld.org/docid/582c71464.html>

<sup>15</sup> Syrians who are either entering Turkey irregularly or holding temporary protection status, however, cannot benefit from the LWPF.

<sup>16</sup> İçduygu, A., & Diker, E. (2017). Labor Market Integration of Syrians Refugees in Turkey: From Refugees to Settlers. *Göç Araştırmaları Dergisi*, 3 (1), 12-35.

<sup>17</sup> <https://www.goc.gov.tr/ikamet-izinleri>

<sup>11</sup> Koser Akcapar, S. & Simsek, D. (2018). The Politics of Syrian Refugees in Turkey: A Question of Inclusion and Exclusion through Citizenship. *Social Inclusion*, 6 (1): 176-187.

<sup>19</sup> <http://tuik.gov.tr/PreHaberBultenleri.do?id=24632>

<sup>20</sup> Tumen, S. (2016). The economic impact of Syrian refugees on host countries: Quasi-experimental evidence from Turkey. *American Economic Review: Papers & Proceedings*, 106 (5), 456–460.

of low skilled natives' employment.<sup>21</sup> Del Caprio and Wagner (2015) underline that the large number of participation of Syrian refugees into Turkish labour force result in wage decrease to the detriment of Turkish workers in some of the informal sectors while leading to the elimination of female workers and low-skilled qualified male workers from the labour markets. Moreover, it is also stated that the intensive supply of refugees' labour causes to decrease informal employment among the host community especially among high-skilled and semi-skilled workers.<sup>22</sup> Especially in times of economic bottleneck usually coupled with rising xenophobia, employers have a tendency to choose local workers over refugee workers especially in formal employment. Yet, in some other situations, refugees are chosen simply because of they demand less wages and accept the poor working conditions compared to local workers. Some studies conducted in Turkey suggest that "native workers who lost their informal jobs were substituted by informal Syrian informal workers".<sup>23</sup> They conclude that the prevalence of unregistered labour and informality has amplified the negative impact of immigration on labour market outcomes while the effect of refugee flows on natives' wages remains negligible. Some other studies point out that the refugee flows even led to small increase in formal employment of host communities<sup>24</sup> and (formal) employment outcomes of the natives are not affected from refugee flows.<sup>25</sup>

As regards access to formal employment by refugees, Turkish employers are required to pay a certain amount in order to obtain work permits. Unless there is a particular situation, employers are hesitant to fulfil this obligation, thus making it difficult for Syrians and non-Syrian refugees to find formal employment.<sup>26</sup> The fact that the number urban refugees is high further indicates that their engagement in the informal economy is also quite high.<sup>27</sup> Unfortunately, this reinforces that the cycle of poverty among these refugee populations. Even though the legal procedures that aim to facilitate and support the formation of formal

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<sup>21</sup> Del Caprio, X. V. and M. Wagner (2015). The impact of Syrian refugees on the Turkish labor market. *Policy Research Working Paper 7401*, World Bank, Washington, DC.

<sup>22</sup> Loayza, N., Ulysea, G., & Utsumi, T. (2018). Informality and the Labor Market Effects of Mass Migration: Theory and Evidence from Syrian Refugees in Turkey. Available at: <https://events.barcelonagse.eu/live/files/2352-gabrielulysea61349.pdf>

<sup>23</sup> Ceritoglu, E., Yunculer, H.B.G., Torun, H. & Tumen, S. (2017). The impact of Syrian refugees on natives' labor market outcomes in Turkey: Evidence from a quasiexperimental design, *IZA Journal of Labor Policy*, 6(1): 5.

<sup>24</sup> Del Caprio, X.V. and M. Wagner (2015). The impact of Syrian refugees on the Turkish labor market. *Policy Research Working Paper*, No: 7401, World Bank, Washington, DC.

<sup>25</sup> Akgunduz et al. (2015). The Impact of Refugee Crises on Host Labour Markets: The Case of the Syrian Refugee Crisis in Turkey, *IZA Discussion Paper*, No: 8841. See also Tumen, S. (2016). The economic impact of Syrian refugees on host countries: Quasi-experimental evidence from Turkey. *American Economic Review: Papers & Proceedings*, 106 (5): 456–460.

<sup>26</sup> <http://www.temizgiysi.org/wp-content/uploads/2019/11/syrian-refugees-in-textile.pdf>

<sup>27</sup> Ela, M. (2013), "An Assessment on the Relationship Between Informal Economy and Educational Level in Turkey", *International Journal of Economics and Financial Issues*, 3 (4): 910-922.

markets, due to significant infrastructural problems and lack of incentives, the informal market is commonly constituted by both Syrian refugees and other nationalities, including those under international protection and irregular migrants. A substantial number of these people work in labour-intensive, and predominantly unskilled jobs including construction, textile, clothing services and mainly seasonal works such as agriculture and livestock.<sup>28,29</sup> In addition, refugee workers are generally employed in unhealthy and unsafe conditions, and they have long working hours. Since the number of people with a work permit is deficient, they typically work in dirty, dangerous and demeaning (3D) occupations that the local labour force usually avoids.

Like the rest of the world, refugees in Turkey are often employed to meet the need for cheap labour in agriculture, textile, and the construction sector. They are often deprived of being entitled to a fair wage, claiming overtime wages and taking legal action for such requests. If working in the formal economy, refugees usually are forced to agree to a minimum wage and insecure working conditions. Since the majority of them are working informally, the wages are much lower than the minimum wage set for Turkish nationals and they may face troubles in getting their salaries on time if at all. There are some reasons why the number of people with a work permit is very low in the case of Syrians. First, the monthly minimum wage, social security contributions and taxes must be paid in order to hire a Syrian formally and it is relatively expensive for the employer. This is even higher for non-Syrian refugees and this explains the reluctance of the employers to hire foreign nationals. Secondly, Turkish citizens are preferable for formal employment than Syrians and other foreigners<sup>30</sup>. The third one is that if Syrians demand for the formalization of their informal positions, they may be fired. Those who are receiving the ESSN also work informally because “people employed with a work permit and their beneficiaries are not eligible for the ESSN.” Besides, many Syrian refugees have never had access to formal employment in their country of origin even before the Syrian crisis thereby making it acceptable for them due to high living expenses in Turkey.<sup>31</sup>

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<sup>28</sup> International Labour Organization (2016), “Workshop on problems faced by Syrian workers, employers and entrepreneurs in labour market and suggestions for solution – Overall Evaluation”, Ankara, Turkey, [http://www.ilo.org/ankara/news/WCMS\\_533054/lang--en/index.htm](http://www.ilo.org/ankara/news/WCMS_533054/lang--en/index.htm). See also Kaymaz, T., & O. Kadkoy. (2016). Syrians in Turkey - The economics of integration, ALSHARQ Forum Expert Brief.

<sup>29</sup> Del Carpio, X. V. and M. Wagner (2015). The impact of Syrian refugees on the Turkish labor market. Policy Research Working Paper 7401, World Bank, Washington, DC.

<sup>30</sup> International Crisis Group (ICG) Meeting: Launch of the report “Turkey’s Refugee Crisis: The Politics of Permanence” at the Consulate General of Sweden in Istanbul. 25 January 2017.

<sup>31</sup> Available data indicates that more than 65% of Syrian workers were informal with the highest rates employed in the private sector back in 2010 especially in such sectors as crafts, services, trade, agriculture, factories and

It is common knowledge that a multitude of obstacles confront Syrian and non-Syrian refugees in their workplace. Previous and most up-to-date research state that they have to do overtime and obey their employers' unreasonable demands.<sup>32</sup> They usually have long working hours and therefore have to stay at work considerably longer than Turkish nationals. Most of them earn well below the minimum wage which makes them difficult to meet their monthly expenses. Sometimes they could not receive their overtime payments, or receive their salaries late - if at all. In addition to wage and job discrimination, they are also subjected to racist insults, psychological and physical abuse, and hostility because of their ethno-national identity as vast majority of locals have started to scapegoat Syrians for stealing their jobs and decreasing wages.

Each sector that they are employed has its own problem areas and issues. Even though all workers in the informal economy face difficulties, refugees face double discrimination and exploitation due to lower wage levels despite longer time, and worse working conditions.<sup>33</sup> There are some patterns in the experiences of the textile workers alongside a "high rate of informal employment, flexible working hours, and its labour-intensive character."<sup>34</sup>

The prevalence of child labour among refugee population points out a household decision to increase monthly income. Children work under severe conditions rather than going to school to contribute to the family income.<sup>35</sup> It is stated that in five districts of Istanbul, the majority of working children are engaged in the textile sector (50%) followed by the service sector (29%) and industrial production (18%).<sup>36</sup> The UNHCR estimates that Syrian refugee children living in neighbouring countries who work in the informal economy constitute at least ten percent of all Syrian refugee children.<sup>37</sup> Children aged under fifteen are

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primary occupations. No doubt that the ongoing crisis intensified the informality and access to decent work conditions in the country. See report by Syrian Center for Policy Studies at <http://www.annd.org/cd/arabwatch2016/pdf/english/18.pdf>. ILO reports on Syria similarly indicates a very large informal sector with 40 % of the total labour force. Worse still, 2004 Labour Force Survey showed that almost 90 % of workers in the public sector and only 10 % of workers in the (formal) private sector are registered with social insurance in Syria. Available at <https://www.social-protection.org/gimi/gess/ShowWiki.action?wiki.wikiId=707>. See also report released in 2009 on high informality in Syrian labour markets and lack of unemployment compensation scheme at [https://www.economistes-arabes.org/Cercle\\_des\\_economistes\\_arabes/Samir\\_Aita\\_files/Ilo-aita-summary.pdf](https://www.economistes-arabes.org/Cercle_des_economistes_arabes/Samir_Aita_files/Ilo-aita-summary.pdf).

<sup>32</sup> Erol, E., Mutlu, P., Kahveci, M., Mısırlı, K. Y., Salman, C., & Gümüşcan, İ. (2019). Syrian Migrants and Labor Market in Turkey: A Survey on the Istanbul Textile Manufacturing Sector, Ezgi Pınar Ezgi Akyol. *Integration through Exploitation: Syrians in Turkey*, 28.

<sup>33</sup> Dedeoğlu, S., & Bayraktar, S. S. Refuged into Precarious Jobs: Syrians' Agricultural Work and Labor in Turkey. *Integration through Exploitation: Syrians in Turkey*, 13.

<sup>34</sup> Erol, E., Mutlu, P., Kahveci, M., Mısırlı, K. Y., Salman, C., & Gümüşcan, İ. (2019). Syrian Migrants and Labor Market in Turkey: A Survey on the Istanbul Textile Manufacturing Sector, in Ezgi Pınar Ezgi Akyol (Ed.) *Integration through Exploitation: Syrians in Turkey*, 28.

<sup>35</sup> Support to Life, (2016). "Child Labour in Turkey: Situation of Syrian Refugees and the Search for Solutions", İstanbul: Conference Report.

<sup>36</sup> Kaya, A. (2016). "Vulnerability Assessment of Syrian Refugees in Istanbul", İstanbul: Support to Life.

<sup>37</sup> <http://www.temizgiysi.org/wp-content/uploads/2019/11/syrian-refugees-in-textile.pdf>

especially vulnerable to exploitation and abuse, and they face physical and psychological pressure at work.<sup>38</sup>

Despite cultural barriers towards waged labour, Syrian refugee women who work are usually employed in agriculture, textile, and service sectors.<sup>39</sup> Existing research identify their specific challenges and problems.<sup>40</sup> Although women represent about half of Turkey's Syrian refugees, their labour participation is low due to socio-economic, cultural and linguistic barriers. Only 15 % of Syrian women engage in waged employment in lower-paying jobs usually without work permits.<sup>41</sup> Since there is an urgent need to contribute to their family income while fulfilling gender-based expectations and duties at home including taking care of children and other dependents, difficult working conditions make them more vulnerable and open to exploitation. If pregnant, they have to hide it in order not to face pregnancy discrimination and also lose their jobs. It is also stated that sexual harassment is prevalent in the workplace.<sup>42</sup>

Besides unskilled and semi-skilled workers, there are highly skilled with more economic and human capital. Ethnic businesses and entrepreneurs in certain provinces, such as Istanbul, Bursa, Gaziantep, thrive. According to the figures from TOBB,<sup>43</sup> the number of businesses established by foreign partners shows an increasing trend. For example, out of 696 businesses established in June 2019 with international partners, 85 of them had Iranian, and 41 of them had Syrian partners. The primary sectors that Syrian businessmen usually invest are in restaurants, construction, trade, textile, real estate, travel, transportation, and foodstuffs industries.<sup>44</sup>

Efforts undertaken by international and non-governmental organizations in Turkey with the assistance of major donor countries in order to improve refugees' livelihood opportunities are significant at this point. First and foremost, there is an urgency to assist refugees in supporting themselves and their families through legal work in decent conditions

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<sup>38</sup> Afanasieva, D. (2016). In Turkish sweatshops, Syrian children sew to survive, Reuters Investigates: <https://www.reuters.com/investigates/special-report/europe-migrants-turkeychildren/>

<sup>39</sup> Ozturk, L., Serin, Z. V., & Altinoz, H. (2019). Challenges and Obstacles for Syrian Refugee Women in the Turkish Labor Market. *Societies*, 9 (3), p. 49.

<sup>40</sup> Atasü-Topçuoğlu, R. (2019). What We Know and Do Not Know about Syrian Women's Labor Force Participation in Turkey: Questioning the Boundaries of Knowledge, in G. Yilmaz, et al. *Integration through Exploitation: Syrians in Turkey*, pp. 128-142.

<sup>41</sup> <https://www.refugeesinternational.org/reports/2019/9/18/insecure-future-deportations-and-lack-of-legal-work-for-refugees-in-turkey>

<sup>42</sup> Kaygisiz, İ. (2017). *Suriyeli Mültecilerin Türkiye İşgücü Piyasasına Etkileri*. Friedrich Ebert Stiftung Yayınları.

<sup>43</sup> <http://www.tobb.org.tr/BilgiErisimMudurlugu/Documents/ResmiDosya/2019>.

<sup>44</sup> Karasapan, Ö. (2016), The Impact of Syrian businesses in Turkey, Brookings Institute. <https://www.brookings.edu/blog/future-development/2016/03/16/the-impact-of-syrian-businesses-in-turkey/>

rather than relying on humanitarian assistance. This would enable them to better contribute to Turkey's economy by using their skills and paying taxes, thereby lowering the prevalent misperceptions and xenophobic attitudes. This is also one of the key objectives of the Global Compact on Refugees as well as some of the SDGs mentioned above.

The Regional Refugee and Resilience Plan (3RP) has been implemented in the region since 2015 and the Chapter on Turkey is under the responsibility of the Government of Turkey (GoT) in collaboration with the UN Country Team. Despite the support of the Emergency Social Safety Net Programme, Syrian refugees continue to be vulnerable along with host community members, in terms of access to labour market and earning livelihood and decent work conditions. Within this framework, the International Labour Organisation (ILO) has adopted a five-year (2017-2021) comprehensive programme of support aiming to strengthen the labour market and business development environment through stimulation of decent work opportunities, inclusive socio-economic growth and reinforcement of governance systems and structures.

## **1.2 Description of Projects: Purpose, Scope and Targeted Beneficiaries**

The Project *“Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey”*, funded under the US Department of State, Bureau of Population, Refugees and Migration (PRM) officially started on 30/09/2017 to be implemented during a period of two years by the ILO. The ILO Office for Turkey has been implementing this project as a part of its Programme in line with the Support to Public Institutions in the Turkey Refugee and Resilience Response Plan (3RP). This is a follow up of the former two projects implemented by ILO since 2015 funded by PRM.

The overall objective of the project is *“to enhance the livelihoods and social cohesion of Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles”*.

The specific objectives of the project are:

- (1) *“To increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for Syrian refugees and host communities.”*;
- (2) *“To 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 host communities.”*;
- (3) *“To provide support to strengthen labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies.”*

The project is targeting both Syrians under Temporary Protection (SuTPs) in Turkey and host communities aiming to support the creation of decent work opportunities by strengthening labour market supply through a variety of skill development interventions (vocational training courses, on the job training, language courses and complementary training courses), as well as stimulating labour market demand through local economic and business development and engagement of the private sector in areas of high Syrian refugee populations.

The overall objective of the other project is “*to enhance the knowledge base on non-Syrian refugees, and to contribute to their livelihoods and access to decent work in Turkey.*”

The specific objectives of the project are cited as follows:

- (1) *Enhancing the knowledge and evidence base by identifying, collating and analyzing reliable data and information on refugees, in particular non-Syrians, in the labour market through local and national level research, studies and surveys to inform policy-making interventions.*
- (2) *Identifying the challenges that non-Syrian asylum seekers and refugees encounter in Turkey, and strengthening the capacity of national and local authorities to address some of these challenges; strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions.*
- (3) *Improving information and wider understanding on the non-Syrian refugees and asylum seekers, particularly on their rights, benefits and responsibilities in order to enhance the labour market integration of non-Syrians through improving their skills and supporting existing national mechanisms.*

### **1.3 Specific Objectives of Projects and Rationale for Cluster Evaluation**

The two projects carried by ILO and partners in different locations aim to promote the labour market participation of both Syrian, non-Syrian refugees, and host community members. This all-inclusive character is the most important component as explained below:

- 1) The projects share the same objectives and theory of change, i.e. to improve the livelihoods of vulnerable groups by improving their skills in accordance with the labour market demands, thereby to increase their employability and access to decent work opportunities;
- 2) They are socially inclusive and aim a holistic socio-economic integration by strengthening the capacity of national and local authorities – private sectors, public

institutions including local governments and civil society actors – to address challenges facing acceptance, social cohesion, and labour market conditions while equipping them with knowledge on their rights and responsibilities;

- 3) They have a gender-mainstreaming module while targeting to challenge and change wherever possible the deep-rooted cultural perceptions of refugee men and women as regards to formal female employment outside home.

The specific objectives of each project are indicated as follows:

| <b>Objectives for Project (TUR/17/04/USA)</b>   | <b>Objectives for Project (TUR/17/06/USA)</b>   |
|---|---|
| <i><b>Objective #1:</b> Enhancing the knowledge and evidence base by identifying, collating and analyzing reliable data and information on refugees, in particular non-Syrians, in the labour market through local and national level research, studies and surveys to inform policy-making interventions</i>   | <i><b>Objective #1:</b> Increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for Syrian refugees and Turkish host communities</i>   |
| <i><b>Objective #2:</b> Identifying the challenges that non-Syrian asylum seekers and refugees encounter in Turkey, and strengthening the capacity of national and local authorities to address some of these challenges; strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions</i> | <i><b>Objective #2:</b> 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</i> |
| <i><b>Objective #3:</b> Improving information and wider understanding on the non-Syrian refugees and asylum seekers, particularly on their rights, benefits and responsibilities in order to enhance the labour market integration of non-Syrians through improving their skills and supporting existing national mechanisms</i>  | <i><b>Objective #3:</b> Provide support to strengthen labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies</i>  |

Both projects have undergone midterm evaluations in the middle of 2019. The findings and recommendations of the midterm evaluations were taken into consideration while writing the final evaluation. Given that above-mentioned projects were funded by the same donor - the US Department of State's Federal Assistance Award (PRM) and have many similarities in terms of joint activities conducted in parallel, it is considered reasonable to conduct the final evaluation of the two projects using a cluster modality. The quality of the existing evaluative evidence, such as quarterly reports of both projects and mid-term evaluations were quite satisfactory and helpful in monitoring the progress and outcomes for the final cluster evaluation.

TUR/17/06/USA had a budget of 6.9 million for the duration of 27 months. This project targeting Syrians under temporary protection (SuTP) was carried out in 8 provinces, namely, Adana, Ankara, Bursa, Gaziantep, Hatay, Istanbul, Mersin, and Sanliurfa. These provinces were selected where SuTPs were either heavily concentrated and/or where problems of accessing formal employment were problematic and facing structural obstacles. TUR/17/04/USA had a budget of USD 2,1 million for a period of 18 months although extended for another nine months up until the end of December 2019. This project targeting non-Syrian asylum seekers and refugees were implemented across seven pilot provinces in Turkey, namely, Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. These seven provinces were identified in order to ensure a balanced geographical representation across Turkey's regions and on the basis of existing administrative datasets on the nationality and geographical distribution of non-Syrian refugees and asylum seekers that consists mostly Afghans, Iraqis and Iranians.

Both projects were implemented as a part of the ILO's five-year (2017-2021) Programme of Support aiming to strengthen the labour market and business development environment through stimulation of decent work opportunities, inclusive socio-economic growth and reinforcement of governance systems and structures. The effectiveness of the projects is outstanding, while delivering most of all of its outputs to achieve its objectives, despite the complexity of the design and high number and variety of the activities. Outputs were delivered with high quality. Special attention was given to gender mainstreaming. Gender equality, which consists the backbone of ILO's "Decent Work for All Men and Women" agenda, was well reflected in both projects. The projects received high political, technical and administrative support from ILO Office for Turkey and its national and local partners. Being the only tripartite UN agency, the ILO Office for Turkey has the upper hand

in bringing together national partners, including the public institutions, the private sector and their institutions, NGOs, unions and workers, to set labour standards, to develop policies and to devise programmes promoting decent work for all women and men, including refugee communities. The added value of these projects is that the project design ensures involvement and support of private sector and private sector organisations, which have been specifically targeted through this project compared to the former two projects. Involvement of the private sector has contributed to introducing refugees and host communities into the labour market, upon completion of the capacity building activities such as apprenticeship and on-the-job training.

The reasons to combine the final evaluation of both projects are threefold. First of all, both projects are linked with the ‘National Employment Strategy (2014-2023)’, which is geared towards developing policies providing equal opportunities to all and preventing discrimination as well as protecting workers and promoting social dialogue. Second, both projects are quite similar in terms of the design of the log frames. “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” (TUR/17/04/USA) is the product of three previous projects implemented for Syrian refugees funded by the PRM, the last one being ‘Improving Labour Market Integration of Syrian Refugees and host communities in Turkey’ (TUR/17/06/USA). The project team of these three previous projects designed TUR/17/04/USA based on the necessity and demand from the field regarding non-Syrian refugees. TUR/17/04/USA was written using an almost identical log frame with three objectives which were derived from these three projects’ design. In implementation, both project teams worked closely and implemented a series of activities of each project, i.e. pilot interventions on skills trainings with the same partner together. Third, there are many similarities in terms of joint activities conducted in both projects and they share the same gender equality concerns. In Adana, for example, two projects emerged – also a recommendation stated in mid-term evaluation – and were tailored to address the challenges of refugees under international and temporary protection who share similar concerns when it comes to accessing decent work conditions. Moreover, the geographical distance between the provinces, the scope of the projects and the size of the budget would put extra burden in conducting two separate final evaluations in such a short time. As seen from the good practices and lessons learned templates, there were some shared achievements as well as common challenges while implementing the projects due to the same political and socio-economic landscape. Therefore, in order to assess the results and impact of these two projects, the final independent evaluation adopted a cluster modality. The overall objective of

both projects is stated as “to enhance the livelihoods and social cohesion of Syrian and non-Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles.”

## **2. EVALUATION BACKGROUND: PURPOSE, SCOPE AND CLIENTS**

The purpose of the final cluster evaluation is to contribute to organizational learning and ensure accountability. Therefore, it provides recommendations with a view to setting a road map for future projects and help design future initiatives with local, national, and international actors.

The scope of the final evaluation encompasses all activities and components of both projects. The two projects complemented each other in the sense that they address the same issues. The main difference other than the target group nationalities and ethnicities is the numbers, location of activities, and related local considerations such as host community attitudes, economic infrastructure, political will of institutions to work with refugee populations, especially municipalities and Chambers of Commerce. This resulted in slight differences due to expectations of diverse target groups as well as regional and provincial labour market supply and demand chains. In any case, the final evaluation findings and recommendations have the overall objective to contribute for further project development to improve labour market integration of Syrian and non-Syrian refugees in Turkey while underlining strengths and weaknesses. Final evaluation questions focus on complementarity, longer-term changes and immediate impact of the projects despite differences in locations and targeted beneficiaries. Based on the questionnaire (See Annex 2) and detailed analysis of findings, final evaluation also aims to assess the contribution of the projects towards the achievement of the Sustainable Development Goals (SDGs), especially SDG 1 (eradicating poverty), SDG 4 (education), SDG 5 (achieving gender equality and empowering all women and girls), SDG 8 (promoting of sustainable growth, productive employment and decent work for all) with particular emphasis on SDG 8.2 (achieving higher levels of productivity of economies through diversification, technological upgrading and innovation), SDG 8.3 (promoting development oriented policies that support productive activities, decent job creation), and SDG 8.8 (protecting labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants), and SDG 10 (reducing inequality within and among countries, including wage differentials) with special emphasis

on 10.7 (facilitating orderly, safe, regular and responsible migration and mobility of people through the implementation of planned and well-managed migration policies). In this respect, the final evaluation pays particular attention to SDGs mentioned above.

The main clients of the evaluation are the ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian and non-Syrian refugees, and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in all provinces mentioned above and the donor. During the duration of the projects, ILO worked in close cooperation with DGILF as its main implementing partner. The other main partners include DGMM, TurkStat, SSI, as well as academics and researchers as external collaborators in the project provinces. The activities of both projects were being implemented with institutions working on refugees and asylum seekers under temporary and international protection, including the provincial directorates of İŞKUR and Directorate General of Migration Management, local governments and metropolitan municipalities, Chambers of Commerce and Industry, PECs, NGOs, and the private sector wherever possible. Together, they contributed to increase data and knowledge base on target group, to improve target groups' employability and skills formation, to enable environment for business development for target group as well as to increase the governance capacity of migration management related public institutions.

As noted above in detail, the overall objective of both projects is stated as “to enhance the livelihoods and social cohesion of Syrian and non-Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles.”

The final cluster evaluation of the project was carried out in accordance with the ToR (Annex 1) with the purpose to support ILO in order to:

- to improve the project performance through proposals for further improvements;
- to contribute towards organisational learning through the experiences gained during the implementation of the project, with a view to draw lessons learned and good practices;

The main objective of the Final Evaluation is to assess the implementation of the projects and report on the outcomes to the constituents. Furthermore, it aims to help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term; to assess the effectiveness of planning and management for future impacts; and to support accountability objectives by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners.

The final evaluation is conducted in line with the ILO Policy Guidelines for results-based evaluation, 2017. The evaluation addresses all of the evaluation questions (see Chapter 3) as stated in the ToR to the extent possible. The evaluation provides evidence based assessments responding these questions as per the five OECD/DAC criteria, namely, relevance, coherence, effectiveness, efficiency, sustainability and the impact potentials, in addition to the gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects, as well as the lessons learned and good practices for future. The overall evaluation timelines are between January and March 2020, which included (1) Inception Phase, (2) Fieldwork Phase, and (3) Data analysis and Reporting Phase. The final cluster evaluation aims to provide recommendations with a view to setting a road map for future projects and help design future initiatives with local, national, and international actors. However, there might be slight differences due to expectations of diverse target groups as well as regional and provincial labour market supply and demand chains. In any case, the final evaluation findings and recommendations have the overall objective to contribute for further project development to improve labour market integration of Syrian and non-Syrian refugees in Turkey while underlining strengths and weaknesses. Based on the questionnaires and detailed analysis of findings, the final evaluation also aims to assess the contribution of the projects towards the achievement of the Sustainable Development Goals (SDGs), in particular SDG 8 on promoting sustained, inclusive and sustainable growth, full and productive employment and decent work for all; SDG 10 on reducing inequality within and among countries; as well as SDG 5 on achieving gender equality and empowering all women and girls. In this respect, the evaluation pays particular attention to SDG 8.8 on promoting labour rights and safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment; and SDG 10.7 on facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

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

As for the evaluation criteria and questions, this final evaluation is based on the conceptual framework provided by OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach, as well as the core ILO cross-cutting priorities of gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent

capacity development. The list of questions under each unit of reference is given below:

### ***Relevance***

- Projects' fit with the context:
  - How did the two projects fit within the context and how did they differ from each other? What were the commonalities between the two projects?
  - How did the two projects support United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – especially SDG 8 and SDG 10, with particular focus on 8.8 and 10.7?
  - Was there a fit between the design of the projects and the beneficiaries' direct needs?
  - How well did they complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors' activities?
  - How well did the courses and designed activities address to the needs of the beneficiaries and correspond with the stated objectives?
- Appropriateness of the projects design:
  - How did the design of the projects appropriate in relation to the ILO's strategic and national policy frameworks?
  - Was intervention logic coherent and realistic to achieve the planned outcomes?
  - Did the activities support objectives/strategies as written in TOR?

### ***Coherence***

- What were the similarities and differences of these two projects with each other?
- Did they address same issues? How did they converge in terms of end results?
- Since the target groups were different, what were the synergies created during the implementations of the two projects? What did they learn from each other in terms of best practices?
- What were the common grounds to justify a final evaluation of Syrian (TUR/17/06/USA) and non-Syrian (TUR/17/04/USA) projects? In what ways the two projects complemented each other? How did they differ?
- Whether and how a joint project for different target groups could boost the efficiency and effectiveness of such activities in the future? What can be the strengths and weaknesses?
- How coherent were these two projects when compared with other activities run by

ILO or led by other organizations and/or partners? What kind of a roadmap ILO could adapt in the future with project partners and national organizations?

### ***Effectiveness***

- Did the projects achieve their stated objectives? What were the achievements noted since the beginning and after the mid-term evaluation? What were the obstacles or barriers if any?
- Have there been any unintended results (positive or negative) at the end of the projects?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- How have gender considerations been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- Were the activities and outputs of the project consistent with the overall objectives of the project?
- How effective was the monitoring mechanisms set-up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- Was there any communication strategy available? If yes, how effective was the communication strategy implemented throughout the projects' cycle?

### ***Efficiency***

- How efficiently were the resources of project (time, expertise, funds, knowledge and know-how) used to produce expected outputs and results?
- Given the size of the projects as well as complexity and challenges, were the existing management structure and technical capacity sufficient and adequate? If not, what are the solutions offered for the future?
- Did the projects receive adequate political, technical and administrative support from the ILO and its national partners? If not, what were the reasons? What were the steps to prevent this from happening? How could this be improved?

### ***Sustainability and Impact Potential***

- Were the projects completed within the time frame and yielded expected results? If

not, what further actions could be taken for successful accomplishment?

- What was the impact potential of the projects?
- What actions/methods might be needed to form a basis for long-term effects in carrying out such projects?
- How did the members of the project teams assess achievement of solutions for sustainable results?

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

- What were the lessons learned from the process of the implementation?
- How these lessons should be incorporated or made use of for better implementation of ongoing projects and in the formulation of new interventions?
- At the end of the projects, what were the good practices to be replicated both nationally and globally?
- Were the projects successful in terms of advocating and promoting good practices through innovative communication tools? If so, how?

#### *Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects*

- To what extent did the projects mainstream gender in approach and activities?
- To what extent did the projects use gender/women-specific tools and activities?
- How effective were the projects in using ILS promotion and social dialogue tools and mechanisms?

## **4. METHODOLOGY**

The final independent cluster evaluation adopted mixed methods – quantitative as well as qualitative research tools in order to assess the results and impact of these two projects. The methodology was based on: 1) data collection from a wide range of sources, including secondary sources, such as existing literature review on refugees and economic integration in Turkey and other countries, national and international reports written on the topic; 2) desk review of all project material, including the project documents, progress reports,

workshop/meeting reports, evaluation reports of activities, mid-term evaluations and other relevant outputs as provided by ILO project teams, 3) available quantitative data in the area of livelihoods and work permits of Syrian and non-Syrian refugees and asylum seekers in Turkey, 4) qualitative data, such as conducting semi-structured interviews with project partners, experts, stakeholders, etc., 5) focus group meetings with beneficiaries.

In addition to the quantitative data to be obtained through the analysis of project documents, face-to-face interviews were conducted with the objective to enrich the qualitative perspective of the evaluation, to increase the validity and reliability of the findings, and to ensure a participatory process, as well as to efficiently incorporate the feedback of relevant stakeholders, who were directly involved in the project interventions. The final evaluation thus adopted a transparent and participatory approach by engaging all stakeholders at different levels to enable their contribution in terms of critically assessing ILO's intervention in the whole process, including involvement, flexibility, innovative methods used, good practices, possible shortcomings, and lessons learned. Qualitative data gathered from the stakeholders are expected to strengthen the quantitative data obtained from project documents and available statistics on the topic. The questionnaires for each group were adjusted in accordance with the roles of different stakeholders in the projects. It is as important to understand the differences in the provinces in terms of local integration tools, services available as well as different profile of refugees with regard to nationalities, socio-economic indicators, linguistic competency, reasons of migration, place of stay before migration, future plans, expectations from projects, reasons of participation, recruitment processes, gender and family, and prior job experience. Therefore, open-ended questions were tailored accordingly based on the focus group dynamics.

Before starting the fieldwork, extensive desk review was completed based on quarterly reports and mid-term evaluation made available to the independent evaluator by the project coordinators. After the initial desk review, the second stage of the final evaluation process was based on primary data to be collected during the fieldwork and site visits to certain provinces where the projects were run and completed. To this end, semi-structured face-to-face interviews were conducted with the project partners and relevant stakeholders in Ankara, Istanbul, Denizli, Eskisehir and Adana. In Adana, for example, two projects emerged to include both Syrian and non-Syrian refugee groups as well as local beneficiaries. This will provide an additional opportunity to understand the opportunities and challenges and to make suggestions for the future projects and set realistic objectives wherever applicable. The list of recommended key respondents and institutions has been identified by ILO Office for Turkey

in these provinces stated above and already been provided to the independent evaluator.

The final evaluation is based on data collected from a wide range of sources, including an extensive document analysis (i.e. the project document, logical framework, progress reports, mid-term evaluations, mission reports, workshop and meeting reports, research reports, and other outputs of the project provided by ILO Office for Turkey). In addition to this data, a thorough research was carried out in academic publications (books/book chapters/academic articles in Turkish and English) based on empirical data in Turkey and in other neighboring countries, reports released by relevant research institutions.

Other than secondary data and desk review, face-to-face semi-structured interviews with project partners and other stakeholders were conducted in Adana, Ankara, Denizli, Eskisehir and Istanbul. Some interviews in Istanbul, Ankara and Gaziantep were carried out by telephone due to personal reasons - one expecting mother from IHKIB Istanbul, one respondent with health problems from Ankara (an external collaborator/Excoll), two respondents in Gaziantep (GESOB and Gaziantep University TARGET Technology Transfer Office) as previously determined by the ILO Office for Turkey. The tentative list of questions was provided in the Inception Report and adjusted accordingly to the roles each respondent played in the projects (See Annex 2 for full list of questions). The semi-structured interviews were tailored in such a way to gather information on the design and implementation of specific activities across different provinces, the most significant points of achievement and innovative aspects of the project, key challenges, weaknesses and main points of resistance, as well as suggestions and recommendations for improvement have been sought. Each interview lasted 1.5 hours to 2 hours depending on the pace, intensity and the key roles assumed in these projects. The selective list of respondents was provided for the final evaluation by the Project Teams at ILO Office for Turkey. Based on the list of recommended respondents and institutions provided, the fieldwork was conducted between January – March 2020 with the project partners and relevant stakeholders. These are Experts from DGILF, Excoll-Vocational Training Expert, Project Coordinator from SSI (KIGEP), ILO Consultants from OSTIM MEM, and Academia in Ankara; Project Director from Adana Metropolitan Municipality, non-Syrian and Syrian TVET Coordinators, and ADASO Project Coordinator, Co-Director, and ILO Employment Services Consultant in Adana; Tepebaşı PEC Coordinator, Odunpazarı Cooperative Director (NGO), Excoll-TVET and Employment Coordinator, Ekpen Textile (private company) Director and Project Coordinator and two Academic Consultants in Denizli; two NGOs (Kodluyoruz Derneği and United Work), IHKIB Chief of Operations in İstanbul; GESOB and Gaziantep University Technology

Transfer Office Director in Gaziantep.

Other than these interviews, 4 focus group interviews took place in Adana (one in ADASO with Syrian and Afghan men, three in Adana Municipality – one with Syrian male participants, one with Syrian female participants, one with non-Syrian female participants). Other focus group interviews were conducted in Denizli (Ekpen Textile) with two female beneficiaries who were employed right after training, one in Istanbul (United Work) with 6 Syrian owners of small-sized enterprises in Sultanbeyli district, and two in Eskisehir (one in Odunpazarı Coop. with Syrian and non-Syrian (Afghan and Iraqi) female participants and at Tepebaşı PEC with male Iranian participants). In total, 26 interviews were conducted with project stakeholders, consultants and other experts paving the way for a better understanding of local dynamics, challenges and opportunities, monitoring process and contribution by ILO project staff, selection criteria of beneficiaries and gender dimension, integration of refugees into labour markets, and attainment of goals and job placement at the end of the projects. Eight focus group interviews with beneficiaries enabled the independent evaluator to grasp socio-economic differences and similarities (education levels, prior job experience, gender roles and family, language skills, ethnicity and religion) between the refugee groups, satisfaction levels and benefits they accrued from the projects, expectations in the future, and future plans.

Final evaluation adheres to the ethical considerations by keeping the names of beneficiaries confidential.

Limitations of the fieldwork were mainly reaching the list of respondents and setting up interviews within a very limited time. This was mitigated by the extensive support of the ILO Project Team and scheduling the meetings before travelling to the province. Language barriers were resolved through beneficiaries and/or project coordinators who were able to speak in both languages (Arabic/Turkish and Farsi/Turkish).

## **5. MAIN FINDINGS**

### **5.1 Relevance**

Economic integration is the *sine qua non* in securing the wellbeing of all refugees and asylum seekers in the world, thereby presiding other integration models since it provides the basic need to survive and to re-establish a livelihood in countries of settlement. Since the non-Syrian project (TUR/17/04/USA) was modeled after the previous phases of Syrian project (TUR/17/06/USA), it is understandable that they had clearly defined similar objectives. Both

projects were designed in such a manner to fill a significant gap in the field of improving the livelihoods of Syrian and non-Syrian refugees and asylum seekers in Turkey and the activities carried out generally corresponded with the stated objectives as written in TOR. Similarly, the design of projects is in line with the ILO's strategic and national policy frameworks and its priorities. The intervention logic was coherent and realistic at most times to achieve the planned outcomes. The two projects support United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020) specifically under Priority 4 for Migration and International Protection. The objectives also support 2030 Agenda for Sustainable Development Goals,<sup>45</sup> and most specifically:

- SDG 1 *“to end poverty in all its forms everywhere”*, and its target 1.3 on *“implementing nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”*,
- SDG 4 *“to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”* and target 4.3 on *“ensuring equal access for all women and men to affordable quality technical, vocational and tertiary education, including university”*; target 4.4 on *“increasing the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship”* and target 4.5 *“eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations”*.
- SDG 5 (achieving gender equality) and its target 5.C *“to adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels”*;
- SDG 8 with particular focus on target 8.8 *“protecting labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment”*; target 8.3 on *“promoting development oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro, small and medium sized enterprises, including through access to financial services”*.

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<sup>45</sup> <https://www.ilo.org/global/statistics-and-databases/statistics-overview-and-topics/sdgs/lang--en/index.htm>

- SDG 10 “*to reduce inequalities in and among countries*” and specifically its target 10.7 on “*facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies.*”

As regards the appropriateness of the design of the projects, they were appropriate in relation to the ILO’s strategic and national policy frameworks. The intervention logic was coherent and mostly realistic to achieve planned outcomes. The activities planned throughout the project cycle support objectives as written in TOR. During the course of the project cycle, a series of output and impact indicators were identified in relation to each of the 3 main objectives and pillars identified in both projects. Some of the indicators do not have a specific time frame, yet this makes it possible for some flexibility in different locations in addressing the needs of different groups. Yet, this allows flexibility to rearrange certain activities and oversee the programme together with implementing partners (e.g. in Denizli, Eskişehir, Adana). However, this created some challenges in terms of monitoring the whole progress and assessing the immediate impact especially when an M&E officer is absent.

In terms of addressing the direct needs of beneficiaries, some challenges however persisted. These arise mainly due to the short duration of training and late arrival of equipment as well as selection criteria of some beneficiaries. While it is true that there is a project industry in Turkey making many refugees and asylum seekers alike dependent on stipends received daily from different national and international organizations, these two projects mainly differed as they focused on self-sufficiency. They further complemented other ILO projects run under ILO Refugee Response Programme, 3RP<sup>46</sup> and other national and international donors’ activities targeting skills formation and improvement of employability factors of refugees and asylum seekers. Moreover, as regards to criteria such as creativity, flexibility, and innovation, their design is much better focussed offering short-term and mid-term solutions unlike many projects already available in the country which yield no or little results in terms of accessing formal employment. Both projects (TUR/17/06/USA and TUR/17/04/USA) also lean to five-year ILO’s Programme of Support for the Response to the Syrian Refugee Crisis in Turkey (2017-2021),<sup>47</sup> aiming to strengthen the labour market and business development environment through stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and

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<sup>46</sup> <http://www.3rpsyriacrisis.org/>

<sup>47</sup> ILO’s Programme of Support for the Response to the Syrian Refugee Crisis in Turkey (2017-2021), <https://www.ilo.org/ankara/projects/refugee-response/lang--en/index.htm>

structures.

Targeting Syrian and non-Syrian refugees as well as host community members and institutions, the projects have put a specific emphasis on immediate measures to support the creation of decent work opportunities through activities to strengthen labour market supply and to stimulate labour market demand through local economic and business development and engagement of the private sector. Within this framework, the project outcomes strongly support implementation of the United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020),<sup>48</sup> specifically with reference to the **Priority 4** for Migration and International Protection and its **Result 7** “*Government institutions provide improved and sustainable multi-sectoral services to people under international protection based on the rights and entitlements as stipulated in the Law on Foreigners and International Protection and Temporary Protection Regulation*”, and **Result 8** “*Central/local administrations and civil society effectively manage migration with a particular focus on vulnerable migrants and people under international protection*”. Additionally, the emphasis on gender involvement in the project supports **Priority 3** for Gender Equality and Women’s Empowerment and particularly **Result 5** “*Improved legislation, policies, implementation and accountability mechanisms to enable equal and effective social, economic and political participation of women and girls by 2020*”.

The principles of decent work have also been well embedded in this project design, fully supporting ILO strategy, with activities cutting across all aspects of the decent work agenda. This has been facilitated in the project through strong partnerships established with the national public partners, particularly the MoFLSS and its affiliated institutions (SSI and İŞKUR), the private sector guided by Chambers and private companies, and the NGOs. Logical framework is consistent and balanced, overall, and includes clear objectives, outcomes, and outputs. However, the design includes too many outputs, which need to be delivered through implementation of high numbers of different activities, while striving to address all of the three objectives, which are fully aligned with the three pillars of the ILO’s Response Programme.

## 5.2 Coherence

Since 2015, within the scope of the ILO Programme of Support, ILO has been implementing series of projects across Turkey, in order to strengthen the economic and social resilience of

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<sup>48</sup> United Nations Development and Cooperation Strategy Turkey (2016-2020), 2015, Ankara, Turkey, pages, 80-83, <http://www.un.org.tr/wp-content/uploads/UNDCS-Final-2016-1.pdf>

refugees and host communities in the country. The ILO Office for Turkey also has specific emphasis on ensuring complementarities and synergies among the projects at their design and implementation phases, to avoid overlapping fields of interventions while addressing the prevailing needs of the target groups to achieve the objectives in a holistic manner. Significant complementarity has been achieved with the outputs and outcomes of the completed project “*Promoting Decent Work Opportunities for Syrian Refugees and Host Communities*” implemented by ILO between August 2016 and March 2018, through the ILO Core Voluntary Funding (RBSA).<sup>49</sup> In fact, the project “*Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey*” modelled after this project mentioned above. The logical frameworks of both projects are coherent except for being designed for two different target groups, while being funded by the same donor, PRM. A complementarity between the two projects exists in terms of addressing different target groups within the refugee population in Turkey. While the activities of both projects are similar and only the nationality of the target groups vary, therefore this final evaluation was based on two projects target groups be combined. Both projects contribute to the ultimate aim of ensuring decent work conditions through facilitating access of Syrian and non-Syrian refugees and host community members into the formal labour market. Both projects include complementary activities at different locations to strengthen their skills while utilising the materials developed and the experience gained for capacity building.

The project “*Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey*”, implemented under the leadership of UN Women and in cooperation with the ASAM, is reported to be sharing some of the training topics on occupational health and safety (OSH), targeting only women and held at the premises of the Women Only Center in Gaziantep. This cooperation contributed to cost sharing in addition to gender mainstreaming in the project where 747 women were reached.<sup>50</sup>

The project “*Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Turkey (Hayata Fırsat)*” that is implemented in partnership with the International Organization for Migration (IOM) has similar features.<sup>51</sup> While ILO has been cooperating with the MoFLSS DGILF and the local partners under this

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<sup>49</sup> [https://www.ilo.org/ankara/projects/WCMS\\_647339/lang--en/index.htm](https://www.ilo.org/ankara/projects/WCMS_647339/lang--en/index.htm)

<sup>50</sup> [https://www.ilo.org/ankara/projects/WCMS\\_647261/lang--en/index.htm](https://www.ilo.org/ankara/projects/WCMS_647261/lang--en/index.htm)

<sup>51</sup> [https://www.ilo.org/ankara/projects/WCMS\\_644740/lang--en/index.htm](https://www.ilo.org/ankara/projects/WCMS_644740/lang--en/index.htm)

project, the two project teams have been successfully collaborating to jointly implement several activities for (i) building skills in line with the labour market needs, (ii) supporting job creation, and (iii) supporting labour market governance, while benefiting from cost sharing between the two projects. Sharing of experiences and lessons learned have contributed to an improved design of the activities where common concerns of beneficiaries are addressed, given that most of the locations are same.

### **5.3 Effectiveness**

The projects were quite effective since they managed to achieve their objectives in the foreseen time frame after a brief and no-cost extension period. They also stayed within the limits of the allocated resources. One of the most important contributions of the projects were to enhance the knowledge and evidence base by identifying, profiling and analyzing reliable data and labour force information on those under temporary and international protection. However, more gender-based studies should be conducted across different provinces to understand the dynamics of demand and supply end of the labour markets and to pair up beneficiaries (those in need of work) with the relevant industries (those in need of skilled and semi-skilled labour). Regarding the effectiveness of strengthening the capacity of national and local authorities to address challenges and strengthening coordination mechanisms, structural obstacles remained despite some positive developments, such as:

- Training on “*Fair and effective governance of labour migration*” transferring the international expertise of ILO to the 35 participant from relevant public and employment related organisations in March 2018;
- Trainings for the judges and labour inspectors and auditors of the SSI in different provinces on “*Formal Employment of SuTPs*” and “*Temporary and International Protection, and Employment of Foreigners Inspection Practices and Judicial Processes*”;
- Support of effective implementation of International Labour Force Policy Advisory Board under DGILF;
- International Symposium on Social Security and Migration, organised in cooperation with SSI on 25-26 April, 2018 in Ankara;
- Workshop on International Labour Force Migration Statistics organized in Ankara with the participation of academics, public institutions, international organizations in 2019 underlying problems of dissemination of reliable data and good practices in the field;

- Comparative training and information-sharing programme on access of refugees to the labour markets and improving their resilience in Turin in 2019.

These structural problems are not easy to overcome due to highly politicized nature of migration and refugee issues. This is coupled with the changing policies and reluctance of officials to share information and statistics let alone strengthening already existing mechanisms. In line with its tripartite structure, ILO can continue to play an active role between different institutions (trade unions, private sector, employers' associations, relevant government offices, other international organizations) in the coordination of such projects.

The effectiveness of the projects on supporting existing national mechanisms, improving information and wider understanding on refugees and asylum seekers, informing them of their rights, benefits and responsibilities has yielded different results in different provinces and different groups of refugees. Workplace adaptation within the framework of the Workplace Adaptation Programme was another innovative approach (through cooperation with the MADAD project) especially in terms of ensuring workplace resilience and work efficiency among Syrian refugees. Cooperation with the private sector through IHKIB related to capacity building and promoting Social Compliance Internal Auditing along with the guidelines and related publications, was also assessed to be a remarkable aspect of the Syrian project. Another development that can be analysed under effectiveness was the "Formalization of Enterprises Programme" among Syrian businesses in Sultaybeyli district in Istanbul province. Complementing the MADAD Project implemented also by the ILO Office for Turkey, this programme targets obtaining work permits and paying social security premiums (Bağ-kur) for small-sized Syrian businesses.

In order to have an informed idea about the scope and scale of the outreach of the training programs and job placements, there is a need to conduct impact analysis in all these cities following the completion of projects. An important obstacle for the employment of non-Syrian refugee population remains as the higher minimum wage criteria, implying that the employer is obliged to pay this group 1.5 times higher than the minimum wage. Another obstacle facing SuTPs is the reluctance of local employers in hiring them in addition to dominant misperceptions and misunderstandings on both sides.<sup>52</sup>

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<sup>52</sup> There were some unintended positive outcomes at the end of the project cycle. These are elaborated more in detail under the Good Practices Template together with limitations or advice in terms of applicability and replicability in the future.

As for communication strategy implemented, there were differences between two Projects. Although there was a clear-cut communication strategy and an assigned communication officer for the non-Syrian project, its reach was quite limited among the public with some exceptions.<sup>53</sup> A specific Communication and Visibility Plan has not been prepared for the Syrian Project, but all the Project Team members were engaged also in ensuring adequate visibility of the project outcomes mainly through newsletters and social media, i.e. ILO website, twitter, facebook. Some visibility materials have also been prepared including short films.<sup>54</sup> Roll-ups, posters, and signboards were placed either at the project venue and/or at the local NGO running the program. Yet, it was observed that the desired impact and effectiveness of communication strategies among host populations remained low. This may have something to do in order not to attract too much attention to the donor and to the project itself targeting empowerment and eventual employment of refugees in major cities where the societal misperceptions that refugees are stealing the jobs are prevailing.

#### **5.4 Efficiency**

Both projects received adequate political, technical and administrative support from the ILO and its national partners, who were directly involved in the design and implementation of projects. Although the overall efficiency is satisfactory, there is room for improvement. The addition of an M&E expert to the already capable and quite experienced team could have been beneficial for smooth operation. More efforts are also needed in terms of adopting a more integrated approach in project management, coordination with provinces, enabling efficient communication and transfer of information among all relevant stakeholders and monitoring their progress on site. Although the project budget is balanced and managed with cost-effectiveness, travel to some provinces whenever possible to see the progress, sharing good practices in other provinces, and for sustained dialogue as well as coordination is deemed necessary. The equipment necessary to run activities, such as machines and

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<sup>53</sup> Exhibition in Eskisehir at a large shopping mall on November 8-10 2019 where project's TVET alumni women displayed their products; a short video in which women expressed their gratitude, talking about their experiences, expectations and hopes; the tripartite meeting in Ankara on 12.12.2019 with the participation of employers', workers' organizations and academics; final meeting exclusive to PRM representatives, circle of diplomats and UN Agencies where the outputs of the project were disseminated; brochures and leaflets involving information on work permits and rights and the obligations of refugees were prepared in collaboration with DGILF.

<sup>54</sup> See video films about a Syrian girl who has attended the formal apprenticeship programme and improved her employability and a Syrian man taking part in the Workplace Adaptation Programme:  
[https://www.ilo.org/global/about-the-ilo/multimedia/video/video-news-releases/WCMS\\_704382/lang--en/index.htm](https://www.ilo.org/global/about-the-ilo/multimedia/video/video-news-releases/WCMS_704382/lang--en/index.htm) ; [https://www.ilo.org/global/about-the-ilo/multimedia/video/video-news-releases/WCMS\\_707543/lang--en/index.htm](https://www.ilo.org/global/about-the-ilo/multimedia/video/video-news-releases/WCMS_707543/lang--en/index.htm)

computers during vocational training, are usually sufficient while some respondents and provincial project coordinators complained that they came in late towards the completion of projects making them futile. Some respondents mentioned that bureaucratic obstacles at the local level hindered the success of the projects especially when the project activities did not comply with the national legislation, making it hard to manoeuvre. An impact assessment needs to be considered at the end of the project in order to guide future public policies on the issue and establish good practices and models to be used in future interventions. This is especially important since there are regional differences at the macro and micro levels.

## **5.5 Sustainability and Impact Potential**

The projects have a potential for high impact and might bring a significant positive change in the lives of the refugees either by helping their businesses to be registered or equipping them new skills for decent work opportunities. Yet, the sustainability of the projects is strongly dependent on existing public policies, collaboration with public partners, and overall political and economic context. Therefore, it is vital to focus on institutional capacity-building at the national level in order to enhance sustainability while building effective alliances and partnerships at the local level. To this end, at the local level, civil society and private sector will play a determining role to ensure sustainability and impact of such projects in the future. It is as important to consider the wider socio-economic conjuncture as there is danger to attract negative reactions from the public. There is an urgent need to launch a nation-wide campaign to raise the awareness of both the beneficiaries and host communities. Bottom-up approaches, such as household surveys in order to profile skill-sets, socio-economic and demographic characteristics of refugees and analyzing employers' needs and potentials in different provinces surely help design better projects and interventions. Given the weariness of international donors and imminent economic problems facing many people during and after the global pandemic, the sustainability of such projects is difficult. A large number of refugees in Turkey with less educational levels already live in poverty, and the design of many projects aiming only for quick results yield no substantial results. Nevertheless, the attainment of financial sustainability of refugees is one of the highest considerations and regarded as the first step towards integration into formal labour markets. In fact, financial sustainability in countries of settlement transforms a refugee into a value-added employee. Yet, the lack of work culture in the absence of mechanisms ensuring the safety of all workers as well as decent work opportunities in their countries of origin combined with lack of knowledge about work culture in countries of settlement, it is important to provide refugees necessary country specific work-related information including their duties and rights while

helping them break the dependency cycle. One of the other criteria for sustainability and impact is to continue on improving linguistic capacity of refugee populations. People still live in uncertain times politically, economically and socially, and will need to see when and how nation-states recover after facing the grim effects of Covid-19. Yet, it is also important to demonstrate that refugees as active members of society can help heal during re-structuring process.

## **5.6 Gender equality and non-discrimination issues, ILS and Social Dialogue aspects**

The design of the projects had high emphasis on inclusion of women into project as beneficiaries, and introducing decent work for Syrian, non-Syrian and Turkish women, while also providing them with opportunities to actively take part in the labour market. For this purpose, the project design sets an overall target that at least 40% of final beneficiaries are women and specific targets for each of the relevant output indicator, which is likely to be achieved through the intensive activities specifically targeting women. Gender mainstreaming has been specifically considered in designing the individual activities implemented through local partners so much so that some courses were designed for female beneficiaries only like in Eskişehir for non-Syrians and Adana for both groups.

The International Labour Standards (ILS) and Social Dialogue policies of the ILO are strongly embedded in the project design. The projects' activities and outputs have been specifically contributing to this end with a particular emphasis on decent work principles of ILO. The projects' design benefited from the "Employment and Decent Work for Peace and Resilience Recommendation" (No. 205) adopted by ILO in June 2017, in addition to its tripartite structure, normative framework, and guiding principles on the access of refugees and other forcibly displaced persons to the labour market, while decent work agenda is in a unique position to address challenges and develop inclusive strategies. The projects strongly facilitated continued policy dialogue and implementation with tripartite and other partners, for access of Syrian refugees, non-Syrian refugees and host community members to sustainable decent work opportunities. A key element of ILO support under this component has been to assist in establishing and/or strengthening coordination mechanisms among and between national and international actors.

### **5.6.1 GENDER ISSUES ASSESSMENT**

ILO and its constituents pursue activities that use gender mainstreaming as a strategy to achieve gender equality, while promoting social justice and decent work conditions for all

men and women. From the beginning, gender mainstreaming has been strongly embedded in the projects and special emphasis was placed on the inclusion of women as beneficiaries. Through activities (language courses and other vocational training), both projects aim to introduce the concept of self-sufficiency, resilience, and empowerment to male and female beneficiaries although some activities and training modules were very gender-specific and reinforcing the traditional gender roles. Yet, given that some female refugees initially resisted the idea of employment outside the house since they have no prior job experience before arrival in Turkey, working within the widely-accepted gender parameters was not only inevitable but also necessary. Regardless of their nationalities – Syrian, Turkish, Iranian, Afghan and Iraqi refugee women – came to know for the first time the notion of decent work and employment opportunities for women through courses and training sessions.

The activities and outputs were specifically designed in line with decent work principles of ILO. The ILS and Social Dialogue policies of the ILO were strongly embedded in the projects. In some provinces, such as in Adana and Eskisehir, certain activities were designed to bring different nationalities under one roof. Although this created tensions time to time initially, participants welcomed the idea of getting to know each other and getting rid of cultural and linguistic barriers. It facilitated a smooth social integration process among different groups and strengthened in-group solidarity as women and as refugees.

## **5.6.2 TRIPARTITE ISSUES ASSESSMENT**

The projects strongly facilitate continued policy dialogue and implementation with tripartite and other partners, for access of Syrian and non-Syrian refugees and host community members to sustainable decent work opportunities. A key element of ILO support under this component has been to assist in establishing and/or strengthening coordination mechanisms among and between national and international actors. One of the major activities to facilitate tripartite coordination and dialogue was the International Symposium on Social Security and Migration, organised in cooperation with SSI on 25-26 April, 2018 in Ankara. It provided a wide platform to share the knowledge and good practices at international level. Tripartite dialogue has been facilitated by approximately 250 participants from the government, employer and worker's organizations, both in Turkey and other countries, including Germany, Macedonia, Tunisia, Egypt, Albania and Algeria. The other one is the South-South and Triangular cooperation (SSTC) initiative between Lebanon, Jordan, Turkey, and Iraq jointly organised with ILO Regional Office for Arab States and ILO Partnerships and Field Support Office in Geneva. Aiming to promote a decent work approach to crisis response and recovery, around 30 representatives from ILO constituents in four neighbouring countries

came together in Ankara and Gaziantep between 28 January and 1 February 2018 for sharing experiences, best practices and lessons learned as well as visiting ILO supported centres and firms in Gaziantep. As a follow up, a study visit, and a regional conference was held in Amman where Turkish constituents were present.

## **6. CONCLUSIONS**

The projects were implemented as a part of the International Labour Organisation (ILO)'s five-year (2017-2021) Programme of Support aiming to strengthen the labour market and business development environment through stimulation of decent work opportunities, inclusive socio-economic growth and reinforcement of governance systems and structures. Overall, the relevance of the projects is significantly high considering: (1) the strong coherence of the project objectives with that of the UN and ILO, particularly with reference to the 3RP and the ILO's Programme of Support for the Response to the Syrian Refugee Crisis in Turkey, the UNDCS for Turkey (2016-2020), as well as the 2030 Agenda for SDGs; (2) the intervention logic addresses the real needs of the Syrian refugees, non-Syrian refugees and host community members as well as the relevant public institutions, social partners, private sector and NGOs. Significant complementarity and synergy have been achieved with other projects implemented by the ILO under its programme of support; (3) the logical framework is consistent and balanced and also coherent with the three pillars of the ILO, yet complex in structure with high number of outputs to be delivered through implementing high number and variety of activities. The ILS and Social Dialogue policies of the ILO are strongly embedded in the project design, further strengthening the coordination to promote decent work policies.

Project activities were designed to overcome the barriers the refugees face in accessing decent jobs. These obstacles included but not limited to:

- Lack of adequate Turkish language, vocational and basic skills capacity, and entrepreneurship capacity of refugees;
- Lack of knowledge on decent work conditions, including OSH, social security, working rights;
- Informality in workplaces, particularly in small businesses where most refugees work;
- Unfair competition of businesses which employ refugees informally and pay lower wages which Turkish nationals do not accept;
- Difficulties in obtaining work permits;
- Social and workplace adaptation difficulties experienced mainly by the Syrian refugees and the host community members.

The logical framework of both projects was comprehensively designed to enhance decent work opportunities for refugees and host community members and further aim:

- To address the needs of the national partners through strong cooperation, to provide the decent work conditions for the Syrian refugees and the host communities;
- To address the needs of the employers through strong cooperation with other employers and their institutions, such as chambers and training centers, while ensuring matching of the supply side with the demand in the labour market;
- To address the livelihood needs of the Syrian refugees, non-Syrian refugees and host communities, yet strengthening and adapting them to be part of the formal market;
- To address the child labour, such as through promotion of enrolment of children by referring them to national education system such as apprenticeship programme;
- To address the need for comprehensive research, for a better understanding of the relevant conditions and developing appropriate strategies and environment, such as the local economic development, value chain analysis, and skills profiling.

The effectiveness of the projects is outstanding, while delivering most of all of its outputs to achieve its objectives, despite the complexity of the design and high number and variety of the activities. Outputs were delivered with high quality. Special attention was given on gender mainstreaming. Gender equality, which represents the backbone of ILO's "Decent Work for All Men and Women" agenda, was well reflected in both projects. The projects received high political, technical and administrative support from ILO Office for Turkey and its national and local partners. Being the only tripartite UN agency, the ILO Office for Turkey has the upper hand in bringing together national partners, including the public institutions, the private sector and their institutions, NGOs, unions and workers, to set labour standards, to develop policies and to devise programmes promoting decent work for all women and men, including refugee communities. The added value of these projects is that the project design ensures involvement and support of private sector and private sector organisations, which have been specifically targeted compared to the former projects run previously. Involvement of the private sector has contributed to introducing refugees and host communities into the labour market, upon completion of the capacity building activities such as apprenticeship and on-the-job training.

The efficiency of the project is quite satisfactory although there is room for improvement in the future design of similar projects. Availability of funds by PRM with no discontinuity and allocation of high quality staff have been contributing to well management of the activities along with the support of the ILO Office for Turkey and ITC-ILO. The project budget is balanced and managed with cost-effectiveness. The prospects for impact are

high under each of the three objectives, bringing a significant positive change in the lives of the Syrian and non-Syrian refugees, and host community members. Financial, institutional and policy sustainability is of high concern for all partners involved in this project. The new project also funded by PRM started off on January 1, 2020 for 18 months (TUR/19/02/USA). While sharing the same objectives, this project is innovative to accommodate the required updates and lessons learned during the implementation phase. It further combines all refugee groups under one umbrella with a special focus on women and youth. There is also continuity and change in the new project since it aims to work in provinces where these two projects under evaluation here were carried out but added new provinces such as Kahramanmaraş and Ordu.<sup>55</sup>

## **7. LESSONS LEARNED AND EMERGING GOOD PRACTICES**

### **7.1 Lessons Learned**

#### **7.1.1 Future Project Design**

- Strengthening the labour market and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures.
- Ensuring sustainability given the significant need with reference to the high numbers of Syrian and non-Syrian refugees living in Turkey and those at working age who are mostly engaged in the informal market.
- Improving the management structure of the future projects to promote more efficient coordination among stakeholders to attain objectives.
- Taking into consideration the different needs, migration histories and integration levels of beneficiaries.
- Benefitting from already existing strong communication and coordination channels through partnerships with public institutions (MoFLSS DGILF, GLIB, SSI, İŞKUR, Justice Academy and others), tripartite constituents, development agencies, municipalities, universities, private sector (Chambers, trade unions and sectoral representatives), and NGOs. DGILF underlines, however, more coordination is necessary in the future while designing project proposals to achieve intended targets during the implementation.

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<sup>55</sup> [https://www.ilo.org/ankara/projects/WCMS\\_736125/lang--en/index.htm](https://www.ilo.org/ankara/projects/WCMS_736125/lang--en/index.htm)

### **7.1.2 Complementarity and Synergy created among different projects implemented by ILO under its Programme of Support**

- The nature of several projects run by ILO (EU funded and BPRM funded) implies that objectives, activities and outputs are complementary and interlinked and mutually reinforce each other. Different refugee groups have the same problems; therefore, future projects should target joint efforts to deal with such issues.

## **7.2 Emerging Good Practices**

Several good practices were identified:

- Capacity building of the labour inspectors of GLIB, SSI labour inspectors and the judges, the workplace mentorship with an innovative approach, and cooperation with the private sector through IHKIB on capacity building and promoting Social Compliance Internal Auditing;
- Enrolment of refugee children in formal education by ending child labour through apprenticeship programmes;
- Job placement and Formalization of Enterprises Programme which significantly contribute to decent work conditions;
- Development of Entrepreneurship Ecosystem in the field of IT;
- The increased capacity and international perspective of the implementing civil society actor resulting in establishment of regional partnerships in Afyon, Bilecik, and Eskişehir provinces. As a result, more people than the beneficiaries targeted in the ILO non-Syrian project were reached, and their employability levels increased;
- Refugee women in Adana who benefited from the project are planned to be enrolled to cooperative after the foundation of women cooperative by the Metropolitan Municipality. Designed to be a win-win situation where refugees can have access to a formal job by using the skills they gained at the end of the training and the local government would be able to have the tasks done, such as landscape gardening, less costly than sub-contractors that demand more money;
- Planning of a Vocational Training Academy in Denizli with the specific aim of training personnel for the textile industry which targets beneficiaries especially from vulnerable groups among refugees and host community, such as people with disabilities, LGBTI+, single women and female-headed households;
- The agreement made with DOSIMM (Central Directorate of Rotary Capital Management, Ministry of Culture and Tourism) in Eskişehir-Odunpazarı for the sale

of the products of refugee women beneficiaries through online promotion and marketing.

- The change in mindset of female beneficiaries (Syrian and non-Syrian) coming from traditional families towards engaging in waged labour and establishing micro-businesses at home;
- Allocation of adequate resources for comprehensive data collection and analysis so as to correctly identify the problems and develop evidence-based policy solutions for the target groups (i.e. the research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey);
- Development of Entrepreneurship Ecosystem in the field of IT and Technology in Gaziantep;
- Adana Chamber of Commerce (ADASO) provided national vocational qualification certificates for 192 beneficiaries who were chosen to participate in 6 vocational trainings out of which 49 were employed directly soon afterwards.

## 8. RECOMMENDATIONS

### **High Priority (addressed to Project Management and ILO Office for Turkey) For Future Projects with allocation of adequate resources:**

1. **Primary Data Collection:** Presenting the consolidated progress with wider utilisation of disaggregated data in reporting (such as with respect to age, gender, nationality, socio-economic indicators, provincial differences, and host community factors).
2. **Collaboration with other UN Agencies:** Promote collaboration with other UN agencies working in the field in order to avoid overlapping and repetitive services and activities and assume a leading role.
3. **Cooperation with other partners:** Further strengthening the cooperation with the relevant public, private and social partners, particularly at local level to contribute to their capacity building as well as wide dissemination of the outputs and results (such as related to the Workplace Adaptation Programme, Voluntary Social Compliance and Auditing, and facilitation of governance on Labour Migration Management); continuity of capacity building of the government institutions on topics related to “labour migration management”.
  - **Formalization of Enterprises Programme:** Formalization of Enterprises Programme for Syrian small businesses should continue by taking the example of United Work in Sultanbeyli, Istanbul. This can be expanded to non-Syrian

refugee populations as well wherever possible. Supporting this initiative is evaluated as quite important. Some Syrian respondents, however, expressed their concern for continuity and sustainability of this programme, as the premiums were quite high considering their limited profits and the small size of ethnic businesses.

- ***Apprenticeship Programmes:*** Close cooperation with MoNE in support of apprenticeship programmes is a good idea to keep Syrian and other refugee children out of traps of informal economy. Yet, many children cannot find the time to go to training centres during working hours. A different solution can be found such as weekend schools.
  - ***Private Sector Involvement and On-the-job Training:*** More cooperation with private sector should be established in the future for providing on-the-job training to the beneficiaries that results in more employment.
4. ***Gender Mainstreaming and Selection of Beneficiaries:*** The design of projects should continue to include specific emphasis on gender mainstreaming, if possible 50% of women, including gender-specific mechanisms embedded in the activities. The selection of beneficiaries should be monitored by the project management at all times to make sure that the different training modules target different women who are in need yet capable.
5. ***Female Employment:*** In order to create income-generating activities for women, there is a need to think outside the box. Many female beneficiaries are now suggesting that despite traditions and cultural restrictions, they accept working outside for waged labour and that they could convince their husbands since there is an urgent need to make ends meet and/or traditional breadwinner suffers chronic illnesses and cannot work.
6. ***Vulnerable Groups:*** Most vulnerable groups could be targeted, such as disabled, orphans, single mothers, women with disabled spouses/children;
- ***Prevention of child labour*** among local communities, migrants, refugee children could be addressed more specifically in future interventions of the ILO Office for Turkey in the upcoming projects.
7. ***Differences across Provinces and Available Job Markets:*** More attention should be given to develop tailor-made measures across provinces, where research has established diverse compositions of nationalities, education and skills levels, skills requirements, and business sectors;
- Organizing field visits more often during the implementation phase –

whenever possible – for effective coordination and efficient implementation of the activities at the local level;

- Developing ways to promote ownership among the stakeholders across the provinces, mainly by more regularly informing them on the Project's progress and by providing opportunities to meet their counterparts in other provinces;
- Placing more efforts on provinces where progress has remained limited. Discussing ways to overcome resistance by refugee communities and reaction by host communities in those provinces with the involvement of main implementing partners and collaborators, and identifying further interventions if necessary in order to raise awareness in these specific provinces on the rights of refugees;
- Planning further activities to bring together the stakeholders involved in different components of the Project in order to ensure that all stakeholders are up-to-date with the Project's progress, and to promote exchange of good practices and know-how around the issue;
- Dissemination of good practices emerging out of provincial contexts across to the partners and stakeholders in order to promote mutual learning and ensure the sustainability of the Project.

8. ***Variety and Impact of Courses:*** Focus on ways to increase the impact of the training courses, considering ways to make their duration longer, complement them with other skills-development courses, and identify new areas of vocational training, particularly targeting value-added sectors and new labour market demands;

- ***Entrepreneurship training programmes:*** This was one of the most significant activities to achieve under Objective 1 in TUR/17/06/USA Project in facilitating the Syrian refugee and host community members to establish micro business or self-employment. Follow-up courses could be arranged for Syrian and non-Syrians alike. Focus more on technology, IT, social entrepreneurship, and home-based work in the formal way in order to deal with such a complex issue; and high number of outputs by implementation of high number of different activities for different groups involved.
- ***Specialized Language training:*** Language training for stronger social integration is utmost necessary since language poses one of the main barriers for Syrian and non-Syrian refugees to have access to labour markets actively. In this respect, non-formal adult training on Turkish language and vocational

competences is provided by the Public Education Centers (PECs) affiliated to the Ministry of National Education Directorate General Life-Long Learning (MoNE-DGLLL). However, the teachers working at PECs in certain provinces were criticized for not giving adequate training to refugees for future employment. Therefore, with the aim of increasing employability and ensuring better communication between colleagues and employers, specific Turkish courses can be tailored to increase the relevant vocabulary capacity of participants.

- ***Offering Adult Training Courses:*** In addition to the Turkish language courses, various non-formal general adult training courses (literacy, personal development, sports, social services and consultancy) can be offered to Syrian and non-Syrian refugees.
9. ***Allocating M&E Officer:*** Allocating M&E officer in charge of developing a M&E Framework and an M&E Plan to ensure systematic monitoring of the overall progress of the project is a good way forward while,
- Concentrating efforts on effective monitoring and evaluation; ensure the follow-up work for the job placement of training participants, as well as their registration at İŞKUR;
  - Establishing closer collaboration with İŞKUR, particularly in terms of on-the-job training programmes for the target population.
10. ***Holistic Communication Strategy:*** It is important to develop an effective and holistic communication strategy from the beginning for such projects that can also be shared with public/host communities in the neighbourhoods where refugees reside heavily. This will challenge the overall prejudice and underlying misperceptions in society. Including host communities in the projects' design as much as possible solved the misunderstandings among different communities to a certain extent. Another way to circumvent this obstacle could be to develop a template underlining false beliefs to eliminate prevalent assumptions and biases regarding employment and competition in the labour markets.
11. ***Enhanced Dialogue and Knowledge-sharing:*** among governments, employers' and workers' organisations should continue to be enhanced through workshops and meetings at national, regional and international levels.
12. ***Developing consistent and long-term policies on social cohesion and advocating formal labour integration of all*** – refugees, migrants and host society members – into national employment schemes is therefore significant for macro-economic impact.

Although there are also heavy fines imposed on employers who do not follow procedures and keep employing workers without applying for work permits, even heavier penalties in the case of work-related accidents and/or deaths if proven employers' failure to register workers, employers usually find a way to elude these obligations. Instead of coming up with ad-hoc policies, there should be more emphasis on coherent and embracing policies targeting all segments of society.

13. **Impact Analysis:** In order to have an informed idea about the scope and effects of the outreach of the training programs and job placements, there is a need to conduct impact analysis in all the provinces following the completion of projects.

## **9. APPENDICES**

**Annex 1: ToR for Final Cluster Evaluation**

**Annex 2: Semi-Structured Interview Questions**

**Annex 3: List of Persons Interviewed**

**Annex 4: Lessons Learned Template**

**Annex 5: Emerging Good Practices Template**

## Annex 1: ToR for Final Cluster Evaluation

### TERMS OF REFERENCE

**Final Independent Evaluation of “Improving Labour Market Integration of Syrian Refugees and host communities in Turkey” and “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Projects Cluster Evaluation**

|                          |   |
|--------------------------|---|
| Overview                 |   |
| <b>Project Titles</b>    | <b>TUR/17/06/USA : “Improving Labour Market Integration of Syrian Refugees and host communities in Turkey” Project</b><br><b>&amp;</b><br><b>TUR/17/04/USA : “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project</b>   |
| Contracting Organization | International Labour Organization (ILO)   |
| ILO Responsible Office   | ILO Office for Turkey   |
| Technical Units          | MIGRATION   |
| Funding source           | US Department of State, Bureau of Population, Refugees and Migration  |
| Budget of the Project    | <b>TUR/17/06/USA:</b> USD 6,907,066 (Initially the third phase’s budget was USD 3,907.066, as the next phase was articulated, the total budget has been accumulated and increased to USD 6,907.066 )<br><b>TUR/17/04/USA:</b> USD 2,100,000   |
| Project Location         | <b>TUR/17/06/USA:</b> İstanbul, Bursa, Gaziantep, Şanlıurfa, Adana, Mersin, Hatay and Ankara<br><b>TUR/17/04/USA:</b> Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya, Samsun  |
| Duration                 | <b>TUR/17/06/USA:</b> 30.09.2017 – 31.12.2019 (Initially the third phase’s end date was 30.09.2019, as the next phase was articulated, the total duration of the project extended).<br><b>TUR/17/04/USA:</b> 24 months, 30.09.2017 – 31.12.2019 (the duration of the project was extended from 29 March 2019 to |

|  |   |
|--|---|
|  | 31 December 2019)   |
| Outcomes                                     | Outcome 9, TUR 159  |
| Type of Evaluation                           | Independent Evaluation, Cluster Evaluation modality applied |
| Timing of evaluation                         | Final   |
| Expected Starting and End Date of Evaluation | 01 December 2019- 31 January 2020                           |

## I. INTRODUCTION AND RATIONALE FOR EVALUATION

ILO Evaluation Policy adopted by the Governing Body in October 2017, provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

As per ILO evaluation policy, the projects have been subject to an initial M&E (evaluability) appraisal by EVAL. As per ILO evaluation policy, they are also subject to a mid-term evaluation and final independent evaluations. The midterm evaluations were conducted in mid-2019. The final evaluation will be conducted using a cluster modality, due to the similarity of the objectives, scope and target groups of the projects. First, both projects are quite similar in terms of the design of the log frames. "Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey" (TUR/17/04/USA) is the product of three previous projects implemented for Syrian refugees funded by the PRM, the last one being 'Improving Labour Market Integration of Syrian Refugees and host communities in Turkey' (TUR/17/06/USA). The project team of these three previous projects designed TUR/17/04/USA based on the necessity and demand from the field regarding non-Syrian refugees. TUR/17/04/USA was written using an almost identical log frame with three objectives, which were derived from these three projects' design. In implementation, both project teams worked closely and implemented a series of activities of each project, i.e. pilot interventions on skills trainings, with the same partner together. Therefore, the cluster modality is deemed to be the most effective for final evaluations of these two related projects.

The evaluation process will be designed in line with ILO and PRM M&E procedures.

### a. Project descriptions

**'Improving Labour Market Integration of Syrian Refugees and host communities in Turkey' (TUR/17/06/USA)** project is targeting both Syrians under Temporary Protection (hereafter they will be referred as Syrian refugees within the entire document) and host

communities who are premised on the importance of taking immediate steps to support the creation of decent work opportunities. The project supports Syrian refugees through activities to strengthen labour market supply, as well as stimulating labour market demand through local economic and business development and engagement of the private sector in areas of high Syrian refugee populations.

The overall objective of the project is to enhance the livelihoods and social cohesion of Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles. The project framework consists of three main components where series of activities have been underpinned.

The three specific objectives are as follows:

**Objective 1:** Increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for Syrian refugees and host communities. This objective is to be achieved by delivery of series of training activities such as skills training, Turkish language training, on-the-job training, occupational safety and health training, apprenticeship training, entrepreneurship training and work place mentorship training. By completion of training activities, the skills of Syrian refugees and host community members in the project provinces would be improved in order for increasing their competency to access decent work and livelihoods opportunities in accordance with the requirements of labour market supply.

**Objective 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 host communities. Within the context of this objective, the main focus is on the supply and demand components of the local labour markets in the project provinces by offering support to existing business actors to stimulate further job creation, identifying new opportunities to start and expand micro and small businesses, income-generating activities (self-employment) and implementing an incentive scheme programmes.

**Objective 3:** Provide support to strengthen labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies. Relevant governmental officials are supported through training activities which are designed tailor-made as well as existing training modules with a focus on labour migration management from the points of international and national legislative frameworks.

Milestones of the project are the following:

1. Creation of new enterprises was supported (including joint ventures and cooperatives) through micro- finance arrangements and business advisory services.
2. Job placement of Syrian refugees under temporary protection and host community members were supported through incentive schemes (social security premiums, work permit application, etc.) and referral mechanisms.
3. Capacity and technical knowledge of relevant government institutions including DG International Labour Force (DG ILF), Justice Academy and Social Security Institution was strengthened on labour migration management, international good practices, relevant international legal framework.

A special attention was given to better inclusion of women into the project activities as Syrian women are at higher risk of being excluded from decent work opportunities due to barriers related to societal attitudes and stereotypes, access to employment, information and services, political and cultural participation. To make sure effective inclusion of women into project and making decent work a reality for Syrian and Turkish women, proactive measures were taken to ensure the inclusion of women to training programmes. To that end, at least 40 % of final beneficiaries were targeted to be women, specific vocational training were planned for women and child care facilities were provided to women participants of the vocational training programmes.

For detailed information regarding interventions at the level of objectives as well as the activities with the indicators, ANNEX 1 shall be consulted.

The activities are being carried out in line with the work plan and in close collaboration with local stakeholders which have paramount importance in the area of the work intended to be focused. Chamber of Industries and Commerce, Unions of Merchants and Artisans, Development Agencies, Turkish Employment Agency (IŞKUR), Provincial Directorate of Ministry of Education, Public Education Centres etc.

Project management arrangements are as follows. The project is working under the responsibility of the ILO Office for Turkey and employs a small team consisting of Programme Officer (project manager), National Officers for Employment, Business Development and Governance & Compliance and assistant positions for admin and finance.

**“Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” (TUR/17/04/USA)** project focusses on enhancing the knowledge and evidence base for further interventions in addressing the very specific decent work needs of non-Syrian

refugee populations in Turkey. ILO is working in close cooperation with DG International Labour Force in implementation of project activities.

*The theory of change* of this project could be briefly described as improving livelihoods of this particularly vulnerable group of refugees, non-Syrians in Turkey, through assessing their socio-economic situation, equipping them with skills and advocating for decent work opportunities. To that end, this project aims to;

- 1- collect information and analyse the socio-economic conditions of non-Syrian refugees and asylum seekers
- 2- explore employment possibilities and access to decent work opportunities for refugees resettled in satellite cities through the conduct of labour market analyses

The project framework consists of three main components where series of activities have been underpinned.

The three specific objectives are as follows:

**Objective 1:** Enhancing the knowledge and evidence base by identifying, collating and analysing reliable data and information on refugees, in particular non-Syrians, in the labour market through local and national level research, studies and surveys to inform policy-making interventions.

**Objective 2:** Identifying the challenges that non-Syrian asylum seekers and refugees encounter in Turkey.

**Objective 3:** Improving information and wider understanding on the non-Syrian refugee and asylum seekers, particularly on rights, benefit and responsibilities in order to enhance labour market integration of non-Syrians through improving their skills and supporting existing national mechanisms.

Milestones of the project are the following:

1. A nation-wide comprehensive research was conducted to collect data and analyse current socio-economic situation of non-Syrian refugees and asylum seekers, making specific reference to refugee women and their socio-economic situation in the country.

2. Joint national efforts between Turkish Statistical Institution, DG Migration Management and DG International Labour Force and were supported and facilitated in production, compilation and analysis of reliable and comparable data on international migration statistics in Turkey.
3. Non-Syrian refugees were benefitted from certified vocational training, language and cultural education and apprenticeship programmes, mentorship/buddy programmes in the workplace and basic labour market skills training programmes.

Non-Syrian women are at higher risk of being excluded from decent work opportunities due to barriers related to societal attitudes and stereotypes, access to employment, information and services, political and cultural participation. To make sure effective inclusion of women into project, gender segregated data and statistics were collected to ensure that socio-economic situation analyses and assessment of skills reflect the problems and priorities and also occupational profiles of both men and women. Furthermore, non-Syrian refugee women were supported in participation to the training programmes and services provided throughout the Project activities.

The overall objectives of the two projects were also designed in line with the Outcome 9 of the current ILO P&B 2018-19. Project is also aligned with the United Nations Development Cooperation Strategy for Turkey (UNDCS) (2016-2020), an agreement signed between the Government of Turkey and the United Nations System in Turkey and the Turkey chapter of the Regional Refugee and Resilience Plan (3RP). Synergies were also created between two projects in line with the ILO's five-year Refugee Response Programme (2017-2021) designed with a view to strengthen the labour market and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures.

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

orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies.”

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

In line with the ILO’s Gender equality and non-discrimination concerns have been taken into account during project design and implementation.

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

Given that above-mentioned projects are funded by the same donor (PRM) and have many similarities in terms of joint activities conducted in parallel it is considered reasonable and appropriate to conduct the final evaluation of the two projects using a cluster modality. The final cluster evaluation will extensively use the findings of the midterm evaluations.

## **II. Purpose, Scope and Clients of the Evaluation**

Independent project evaluations assess development cooperation projects and programmes as a means to deliver ILO outcomes to constituents at the programme and budget and Decent Work Country Programme levels. They consider the project’s relevance, efficiency, effectiveness and sustainability of outcomes, and test underlying assumptions about contributions to broader developmental impacts. Project evaluations have the potential to:

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

The purpose of this final evaluation is to ensure accountability and learning. It will assess the results of the work done in order to properly report on the results as well as define the steps

for possible further project development to promote decent work opportunities for refugees. The evaluation results would contribute for further project development to improve labour market integration of refugees and host communities in Turkey. It would help to define what and how the ILO Office for Turkey contributed for better working and living conditions both for the refugees and the host communities, improvement of knowledge-base, employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. The final independent evaluation will also ensure accountability to Beneficiary, donor and key stakeholders and promote organizational learning within ILO and among key stakeholders.

The scope of the evaluation will encompass all activities and components of the projects from their start and up to December 2019.

The evaluation covers the projects in 14 target provinces where activities of two projects have been implemented, namely Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya, Samsun, İstanbul, Bursa, Gaziantep, Şanlıurfa, Mersin, Hatay and Ankara to serve the following - external and internal - clients' groups:

- Ultimate beneficiaries of the project;
- Main beneficiaries of the project, DGILF, SSI, İŞKUR as well as ILO tripartite constituents and national project partners;
- ILO management and staff at the HQ and country office;
- Project staff.

The final evaluation will benefit from the findings of the interviews and visits in the project provinces and the number of field visits will be determined in line with the outcome of the mid-term evaluation.

The evaluation will integrate gender equality and other non-discrimination issues as a cross-cutting concern throughout its methodology and deliverables. It will give specific attention to how the project is relevant to the ILO's programme framework, 3RP, UNDCS and national development frameworks.

### **III. Criteria and questions**

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

- The evaluation should address the evaluation criteria related to: project progress/ achievements and effectiveness, efficiency in the use of resources, impact and

sustainability of the project interventions as defined in the ILO Policy Guidelines for results-based evaluation, 2017:

[http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---al/documents/publication/wcms\\_168289.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---al/documents/publication/wcms_168289.pdf)

- The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development should be considered in this evaluation. In particular, gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. It should be noted that gender core dimension of the project as the main aim of the project is to provide decent employment opportunities to Syrian women.
- It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator(s) may adapt the suggested evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluator. The evaluation instrument (as part of inception report) to be prepared by the evaluators will indicate and/or modify (in consultation with the evaluation manager), upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.

The suggested evaluation criteria and indicative questions are given below:

### ***Relevance***

- Projects' fit with the context:
  - How the projects support United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – especially SDG 8 and SDG 10, with particular focus on 8.8 and 10.7
  - Is there a fit between the projects design and the direct beneficiaries' needs?
  - How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors' activities?
  - Are the project approach and activities relevant to the needs of the constituents and with the stated objectives?
- Appropriateness of the projects design:

- Is the design of the projects appropriate in relation to the ILO's strategic and national policy frameworks?
- Is intervention logic coherent and realistic to achieve the planned outcomes?
- Are the activities supporting objectives (strategies)?

### ***Effectiveness***

- Did the projects achieve their stated objectives? What are the main results and achievements noted? Have there been any obstacles, barriers?
- Have there been any overall unintended results (positive or negative)?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- how effective was the communication strategy implemented?

### ***Efficiency***

- Given the resources available (time, expertise, funds, knowledge and know-how) how efficiently the resources of projects have been used to produce outputs and results?
- Given the size of the projects, complexity and challenges, are the existing management structure and technical capacity sufficient and adequate?
- Have the projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?

### ***Coherence***

- How well do the interventions of both projects fit with other interventions of the ILO Office for Turkey? What synergies have been created?
- To which extend other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?
- How well does the interventions of both projects fit with other interventions of the relevant partners?

- To which extend other interventions of the partners (particularly policies) support or undermine the project activities?

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

- Are the results achieved likely to continue after the end of the project?
- Is the to-date achieved progress likely to be long lasting in terms of longer term effects?
- What action might be needed to form a basis for longer term effects?
- How the members of the project teams envisage achievement of solutions for sustainable results?

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

- What are the overall lessons learned from the process of the implementation of both projects?
- How these lessons should be assessed/ benefited in the formulation and implementation of a new phase?
- Are there good practices to be replicated both nationally and globally?

### ***Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects***

- To what extent did the projects mainstream gender in its approach and activities?
- To what extent did the projects use gender/women specific tools and products?
- How effective were the projects in using ILS promotion and social dialogue tools and products?

The list of questions can be adjusted by the evaluator 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 implementation of ongoing projects and the design of potential future initiatives.

## **IV. Methodology**

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

The methodology for collection of evidences should be implemented in three phases (1) an inception phase based on a review of existing documents including the mi-term evaluations to produce inception report; (2) a fieldwork phase to collect and analyse data; and (3) a data analysis and reporting phase to produce the final evaluation report.

The evaluation will apply multiple methods. Both qualitative and quantitative evaluation approaches should be considered for this evaluation. First of all, the evaluator will make **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, mission reports, news on activities, midterm evaluation reports and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications). Secondly, the Evaluator (s) is also expected to use **interviews (face to face, telephone or computer based)** as a means to collect relevant data for the evaluation. Individual or group interviews will be conducted with the main clients defined in page 7.

Evaluator(s) would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project Team in consultation with the evaluation manager. Thirdly, the Evaluator may use **surveys** to collect data for the evaluation from the target groups, if applicable.

Opinions revealed by the stakeholders will improve and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Progress Reports.

Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate, during the collection, presentation and analysis of data. To the extent possible, data should be responsive to and include issues relating to diversity and non-discrimination.

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

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

**Post-Trip Debriefing:** Upon completion of the report, the evaluator(s) will provide a debriefing to the ILO/Ankara on the evaluation findings, conclusions and recommendations. Final draft of the report will be shared by the evaluator(s) with the Evaluation Manager who will circulate it to the stakeholders for their comments and inputs and the evaluator(s) will be responsible for considering the feedback provided and reflecting relevant inputs to the final report.

## **V. Main Outputs (Deliverables)**

A. Inception report in English including an outline of report (in electronic format);

B. Draft Final Report in English (electronically) that should include:

- ✓ Executive Summary with key findings, conclusions and recommendations<sup>56</sup>
- ✓ Project background<sup>57</sup>
- ✓ Evaluation background (purpose, scope, clients, methodology)
- ✓ Findings
- ✓ Conclusions and recommendations (identifying which stakeholders are responsible)
- ✓ Lessons learnt & good practices
- ✓ Appendices including the TORs, inception report, a list of those consulted

C. Final Report in English (electronically) incorporating feedback from stakeholders on the draft

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<sup>56</sup> The 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, recommendations, important lessons learned, and good practices.

<sup>57</sup> The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

- **Inception Report** (to be submitted to the evaluation manager within **twelve days** of the submission of all program documentation to the Evaluator)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The Evaluator(s) will also share the initial draft inception report with the Evaluation Manager to seek their comments and suggestions. The inception report should be in line with ILO EVAL Office Checklist that can be found below link.

[https://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165972.pdf](https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf)

- **Draft Final Report** (initial draft to be submitted to the evaluation manager within 15 days of completion of the field visit)

The evaluation consultant shall submit to the evaluation manager the initial draft of the final report. This draft will be app. 30 pages plus executive summary and appendices. It shall also contain an executive summary of max.5 pages, the body of the draft report shall include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

- **Final Evaluation Report** (to be submitted to the evaluation manager within seven days of receipt of the draft final report with comments)

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

## **VI. Suggested Report Format**

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

1. Title page
2. Table of Contents
3. Executive Summary
4. Acronyms
5. Project Background and Project Description
6. Evaluation Background
7. Evaluation Methodology and Evaluation Questions

8. Main Findings
9. Conclusions
10. Lessons learned and Emerging Good Practices
11. Recommendations
12. Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

For detailed information, please follow this page:

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

The process of the finalization of the Evaluation reports:

- The evaluation manager will provide inputs/comments to the draft final report,
- After reflection of the inputs/comments of the evaluation manager into the draft report, the draft report will be shared with the stakeholders to receive their comments.
- After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by the ILO Evaluation Focal Points both at the DWT-CO Moscow and at the RO/Europe, for consequent submission to the ILO Evaluation Office for final clearance. The final report shall be delivered not later than **two weeks** after receiving the comments to the draft report.

## **VII. Management Arrangements**

The evaluation team will be comprised of an independent consultant (s) working under supervision of the ILO Evaluation Manager. Interpretation, if needed, during field research will be provided by the project.

## **VIII. Requirements**

Qualifications of the Evaluator (s)

- Substantial knowledge of the migration and refugee issue in Turkey
- Familiarity with the issues of Syrian refugees and labour market
- Proven record on experience in evaluation of development interventions
- Knowledge of the ILO's mandate and Decent Work agenda
- Knowledge of the country context
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations

- Advanced degree in public administration, economics and social sciences
- Excellent analytical and report-writing skills
- Qualitative and quantitative research skills
- Full command of English
- Knowledge of Turkish language would be an advantage

The final selection of the evaluator (s) will be done by the ILO selection panel based on a short list of candidates with an approval from the Evaluation Focal Point for EUROPE, Ms Irina Sinelina, Regional Evaluation Officer based in DWT/CO Moscow and a final approval by EVAL.

## **IX. Roles and Responsibilities**

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

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

*The ILO Evaluation Manager is responsible for:*

- Preparing the draft TOR in collaboration with the project and providing input, as necessary and finalizing the TOR with input from colleagues;
- Submitting the selected candidate's CV to EUROPE Evaluation Focal Point for final approval;
- Facilitating communication with regards to the preparatory meeting prior to the field research and the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate;

- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the Regional Evaluation Officer (Ms Irina Sinelina) and RO/EUROPE evaluation focal point (Mr Daniel Smith) for approval;
- Disseminating the final report to all the stakeholders; upon EVAL’s approval submitting the final report to PARDEV;
- Coordinating follow-up as necessary.

*The Programme Officer and Team is responsible for:*

- Providing project background materials, including project document, surveys, studies, analytical papers, progress reports, tools, publications produced;
- Participating in preparatory consultation and meetings;
- Scheduling all meetings and preparing a detailed program of the mission;
- Organizing the logistical support throughout the duration of evaluation;
- Reviewing and providing comments on the evaluation report;
- Participating in debriefing and workshop on findings, conclusions, and recommendations;
- Providing the translation of the evaluation report or main parts of it into Turkish.

## **X. Timeframe**

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

| <b>Tasks</b>   | <b>Number of working days</b> |
|--|-------------------------------|
| Desk review of project related documents; Skype briefing with evaluation manager, project manager.<br>Prepare inception report including interview questions and questionnaires for project stakeholders | 5 days                        |
| Conduct interviews, surveys with relevant project staff, stakeholders, and beneficiaries.  | 10 days                       |

|   |                |
|---|----------------|
| Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders; draft report | 10 days        |
| Revise and Finalize the report  | 5 days         |
| <b>Total</b>  | <b>30 days</b> |

## **XI. Legal and ethical matters, norms and standards**

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

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

The evaluator(s) shall respect people’s right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source. In accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”<sup>58</sup>, the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator(s) should assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately reflected in the inception report and final evaluation report.

## **XII. Payment and Travel Details**

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator as the maximum amount of TRY xxxx on a lump sum basis. The evaluator will be responsible for all travel, boarding, lodging, administrative costs and any other costs as incurred for activities outlined in this ToR.

### **Travel Details**

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<sup>58</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

**Regarding travel tickets** for field research, the external collaborator is responsible for arrangement and purchase of flight tickets from Ankara to project provinces (flight-bus –train tickets).

**The other travel arrangements and expenses** (hotel reservations, in-city transfers etc.) are the sole responsibility of the External Collaborator. ILO is not responsible for the lodging, in-city transfer arrangements and terminal allowances.

Payment will be made in two tranches;

1. **TRY xxx** -upon the submission of the inception report
2. **TRY xxx**- upon the submission of the final report

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

**Deliverables:**

All deliverables and outputs will be in English.

| <b>Deliverable</b>   | <b>Deadline for Deliverable Submission</b>     | <b>Payment upon Approval</b> |
|--|--|------------------------------|
| 1. Submission of Inception Report  | 7 days following the signature of the Contract | <b>TRY xxx</b>               |
| 2. Conducting interviews with relevant project staff, stakeholders and beneficiaries | 10-25 December 2019                            | -                            |
| 3. Submission of Draft Final Report  | 15 January 2020                                | -                            |
| 4. Submission of Final Report  | 31 January 2020                                | <b>TRY xxx</b>               |

**ANNEX I: Project Outline on the basis of objectives and key indicators**

**TUR/17/06/USA: “Improving Labour Market Integration of Syrian Refugees and host communities in Turkey” Project**

**Objectives and Indicators:**

| <b>Objective #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</b> |                       |                 |  |
|--|-----------------------|-----------------|--|
| <b>Indicator</b>   | <b>Indicator type</b> | <b>Baseline</b> | <b>How measured/documented/collected</b> |
|  |                       |                 |  |

|  |               |   |   |
|--|---------------|---|---|
| <p><b>1.1</b> Development and implementation of skills profiling systems and studies is supported; skills-development needs are identified (A pilot skills profiling study covering at least 5.000 Syrians in selected provinces)</p>  | <p>Output</p> | <p>As part of previous ILO interventions, a questionnaire has been prepared and implemented for Syrian refugees in and out of camp sites in Harran and in-camp settings in Kilis in order to get information regarding the profile of the potential trainees, their educational background, qualifications and skills. In total, 6085 (4426 in camp, 1659 out of camp) and 9215 (in-camp) Syrian refugees participated in this questionnaire as respondents. Results of this study guided selection of trainees for training programmes in Harran and Kilis as well as provided information about the profile of Syrian refugees in Turkey.</p> | <p>Collected through household and/or individual interviews in coordination with universities and regional development agencies</p>   |
| <p><b>1.2</b> Skills training (vocational, on-the-job, intercultural and workplace adaptation training) are delivered to refugees and host communities (2000 Syrians-1200 men and 800 women- and 500 host community members-300 men and 200 women)</p>   | <p>Output</p> | <p>As part of on-going and previous ILO interventions, vocational and technical training programmes and basic labour market skills training have been delivered to approximately 1700 people (1200 Syrian refugees and 500 host community members).</p>   | <p>Participant lists, list of successful trainees who has successfully completed the courses, signatures, vocational trainers' training evaluation reports, trainees' course evaluation forms, certificates</p> |
| <p><b>1.3</b> Occupational safety and health (OSH) training are delivered to at least 500 Syrians-(300 men and 200 women), 250 host community members (150 men and 100 women) and 100 employers</p>  | <p>Output</p> | <p>As part of the on-going and previous ILO interventions, pilot OSH training was delivered to approximately 150 Syrian refugees and host community members. These trainings aimed at raising awareness about labour rights, social security rights, basic principles of OSH, roles of responsibilities of workers and employers at workplace level, how to avoid occupational accidents and diseases with a view to constituting a safety culture.</p>   | <p>Participant lists, vocational trainers' training evaluation reports, activity report, trainees' course evaluation forms, certificates</p>  |
| <p><b>1.4</b> Access to public employment and counselling services is promoted through technical support to Turkish Employment Agency (İŞKUR) and local authorities including municipalities (At least 1200 Syrians-720 men and 480 women- and 300 host community members-180 men and 120 women)</p> | <p>Output</p> | <p>Zero</p>   | <p>Job applications, referrals, job placements</p>  |
| <p><b>1.5</b> Access to apprenticeship programmes is supported through establishment of links between training centres and industrial zones/private sector</p>   | <p>Output</p> | <p>Zero</p>   | <p>Registries with Ministry of National Education apprenticeship programmes</p>   |

|   |        |  |   |
|---|--------|--|---|
| for identification and referral of apprentices (At least 500 Syrians)   |        |  |   |
| <b>1.6</b> 200 Syrians and 50 host community members benefit from entrepreneurship training programmes  | Output | As part of ILO interventions, 30 host community members (15 women) and 32 Syrian refugees (17 women) benefited from entrepreneurship training in 2016.                   | Participant lists, list of successful trainees who has successfully completed the courses, signatures, trainers' training evaluation reports, trainees' course evaluation forms, certificates |
| <b>1.7</b> 1500 Syrians (750 men and 750 women) are provided with language training for stronger social integration through the world of work   | Output | As part of on-going and previous ILO interventions, language training have already been delivered to approximately 1500 Syrian refugees in 2016 and 2017.                | Participant lists, list of successful trainees who has successfully completed the courses, signatures, trainers' training evaluation reports, trainees' course evaluation forms, certificates |
| <b>1.8</b> 1 workplace mentorship programme developed, piloted and provided to 200 Syrians and 200 host community members at minimum 30 workplaces (in at least 3 sectors including but not limited to garment, metal industry, agro-food) to support the integration of Syrian refugees into their host communities and for Turkish national workers to become more understanding and tolerant of Syrian refugees and their situation. | Output | Zero   | Mentoring pairs formed, successful practices shared.  |
| <b>1.9</b> Employability of 12.400 people (11.100 Syrian refugees and 1300 host community members) is improved through vocational training, language, intercultural, workplace adaptation and labour market skills training   | Impact | As part of previous and on-going PRM-funded projects, employability of approximately 3000 people (2600 Syrian refugees and 400 host community members) will be improved. | Actual jobs, apprenticeships, work permits granted for Syrian refugees as a result of training; social security registries  |
| <b>1.10</b> Qualification validation and recognition of prior learning for Syrians is supported in at least 3 occupations   | Output | As part of on-going ILO project, a model for recognition of prior learning is being developed which could be scaled up.  | Vocational qualifications certificates obtained following assessments and examinations  |

| <b>Objective #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.</b>      |                       |   |  |
|--|-----------------------|---|--|
| <b>Indicator</b>   | <b>Indicator type</b> | <b>Baseline</b>   | <b>How measured/documented/collected</b>   |
| <b>2.1</b> At least 2 assessments are conducted to gain an overview of sectors and subsectors with relevance to the target group and potential for local economic development and employment creation  | Output                | Zero  | Assessments conducted; sectors identified for vocational training, creation of new enterprises and value chain analyses                      |
| <b>2.2</b> At least 2 value chain analyses are carried out and specific interventions for value chain development are designed/implemented   | Output                | As part of on-going PRM funded project, a value-chain analysis will be completed in Gaziantep in agro-food sector.  | Value-chain development interventions designed in at least 2 sub/sectors to foster sustainable livelihoods                                   |
| <b>2.3</b> Enabling environment and <b>creation of new enterprises</b> is supported (including joint ventures and cooperatives) through micro-finance arrangements and business advisory services (At least 50 enterprises in at least 3 selected provinces)                 | Output                | Approximately 6000 enterprises with Syrian partners registered with Union of Chambers and Commodity Exchanges of Turkey (TOBB) as of June, 2017.  | TOBB registries, beneficiaries of micro-finance schemes  |
| <b>2.4</b> <b>Existing enterprises</b> are supported for sustainability, productivity and competitiveness through facilitating access to information, finance, investment support programmes and business advisory services (At least 200 enterprises in selected provinces) | Output                | Zero  | Number of enterprises which benefit from investment supports; businesses who operate or establish their firms in compliance with legal terms |
| <b>2.5</b> Job placement of at least 500 Syrians and 100 host community members are supported through incentive schemes (social security premiums, work permit application, etc.)  | Output                | As part of on-going PRM funded project, employers of 80 Syrians are to benefit from employment incentives.  | Social security, work permit applications, work permit cards   |
| <b>2.6</b> Links will be established with private sector through a private sector forum with the objective to boost efforts on post-training job placements and apprenticeships  | Output                | As part of ILO interventions, engagement of private sector has been addressed through stakeholder meetings, collaboration with Chamber of Commerce and Industry in implementation of vocational training, on-the-job training and post-training job placements. | Private sector partnerships, job placements  |
| <b>2.7</b> An enabling environment is promoted for registered employment of both Syrian refugees and host communities in target provinces through technical and financial assistance to employers in work permit applications and support to new and existing enterprises    | Impact                | Legal measures are available to enable Syrian refugees to work formally in Turkey.  | Work permit applications   |

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| in line with current legislative framework. |  |  |  |
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**Objective #3: Provide support to strengthen labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies**

| <b>Indicator</b>  | <b>Indicator type</b> | <b>Baseline</b>  | <b>How measured/documented/collected</b>  |
|---|-----------------------|--|---|
| <b>3.1</b> Capacity of relevant government institutions is strengthened on labour migration management, international good practices, relevant international legal framework (At least 50 staff benefited from capacity-building interventions)   | Output                | As part of on-going ILO interventions, institutional capacity of DG of International Labour Force is being strengthened in collaboration with International Training Centre (ITC) of ILO.  | Training/seminars provided for min. 50 staff (Training programme, attendance list, training evaluation report).   |
| <b>3.2</b> Compliance with national legislation is improved in collaboration with Labour Inspection Board and Justice Academy (specifically labour and social security judges) in understanding and applying the terms of the work permits regulation, International Labour Force Law and Law on Foreigners and International Protection (At least 400 inspectors and 200 judges reached) | Output                | Zero   | Training and awareness raising seminars, participant lists, meeting minutes   |
| <b>3.3</b> Dissemination of information is supported and compliance campaigns are carried out (2 campaigns towards Syrians, general public and private sector)  | Output                |  | Work permit applications for Syrian refugees, number of Syrian refugees, host community members and employers reached through awareness campaign, received training or informative guides |
| <b>3.4</b> Arabic speaking support staff is assigned to provincial branches of public institutions and/or chambers of commerce and industry for better communication and provision of services towards Syrians (max. 8 staff)   | Output                | As part of on-going ILO interventions, 2 Arabic support staff have been assigned to one-stop-shops which have been established under the auspices of chambers.   | Registry of individuals who benefited from guidance and referral services provided by Arabic speaking support staff   |
| <b>3.5</b> Dialogue and knowledge-sharing among governments, employers' and workers' organisations is enhanced through workshops and meetings at national, regional and international levels (At least 300 representatives from tripartite constituents)  | Output                | In July, 2015; ILO organized a high-level policy meeting in Istanbul with participation of high-level representatives from Lebanon, Jordan, Turkey, Iraq and Egypt to exchange experiences and formulate sustainable policies and programmes that respond to the labour market impacts of the Syrian refugee crisis. | Participant lists, signatures, summary of discussions and results of these meetings   |
| <b>3.6</b> Voluntary compliance and social audits are promoted in cooperation with sectoral   | Output                | Zero   | Good practices out of PPPs and voluntary compliance initiatives   |

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| alliances through development of compliance guides and dissemination to enterprises in their supply chains (At least 2 sectors) |  |  |  |
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**TUR/17/04/USA : “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project**

**Objectives and Indicators:**

| <b>Objective #1: Enhancing the knowledge and evidence base by identifying, collating and analysing reliable data and information on refugees, in particular non-Syrians, in the labour market through local and national level research, studies and surveys to inform policy making interventions.</b> |                       |                 |  |
|---|-----------------------|-----------------|--|
| <b>Indicator</b>  | <b>Indicator type</b> | <b>Baseline</b> | <b>How measured/documented/collected</b>   |
| <b>1.1</b> Comprehensive research is conducted to collect data and analyse current socio-economic situation of non-Syrian refugees and asylum seekers.  | Output                | Zero            | Research conducted and contributed to national level debates and policy making                 |
| <b>1.2</b> Identification of pilot provinces out of research conducted under 1.1 to guide and inform the direct interventions to be implemented in the second phase of the project.   | Output                | Zero            | Pilot provinces determined based on Activity 1.1.  |
| <b>1.3</b> Labour market analyses are conducted in selected pilot provinces to explore employment opportunities and absorption capacities of labour markets for non-Syrian refugees and asylum seekers.   | Output                | Zero            | Local labour market analyses conducted and further interventions designed in the second phase. |
| <b>1.4</b> Consultation meetings (national, regional and local levels) are conducted to discuss the results of the research and further measures to be taken for labour market integration of non-Syrians.  | Output                | Zero            | Participant lists, signatures, summary of discussions and results of these meetings            |
| <b>1.5</b> Collect reliable information to assess the skills and human capital that refugees represent in selected provinces.   | Output                | Zero            | Skills assessments conducted   |
| <b>1.6</b> Mapping of services and mechanisms in livelihoods directed towards non-Syrians by national and international organizations and NGOs.   | Output                | Zero            | Livelihoods service mapping created.   |
| <b>Objective #2: Strengthening the capacity of national and local authorities to address some of the challenges that non-Syrian asylum seekers and refugees encounter in Turkey.</b>  |                       |                 |  |
| <b>Indicator</b>  | <b>Indicator type</b> | <b>Baseline</b> | <b>How measured/documented/collected</b>   |
| <b>2.1</b> Support effective implementation of International  | Output                | Zero            | Advisory board meeting minutes with specific agenda on non-                                    |

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| Labour Force Policy Advisory Board chaired by DG International Labour Force.  |                       |                 | Syrian refugees and asylum seekers, list of participants, etc.                                  |
| <b>2.2</b> Facilitate and support joint national efforts between TurkStat, DGMM, MoLSS and relevant public institutions in production, compilation and analysis of reliable and comparable data on international migration statistics in Turkey.  | Output                | Zero            | Attendance lists, meeting minutes, cooperation protocols between these institutions.            |
| <b>2.3</b> Operational and institutional capacity of national authorities and tripartite partners, in particular DG International Labour Force, DGMM and provincial directorates of relevant public institutions, has been improved through seminars, training and study visits.  | Output                | Zero            | Training/seminar/study visit programme, training materials, attendance lists                    |
| <b>2.4</b> Support further policy dialogue on a range of related issues, including labour mobility mechanisms, implementation of legal framework, access to employment-related services, social protection, conditions and rights at work, business investment and transition from the informal to the formal economy.                                      | Output                | Zero            | Participant lists, signatures, summary of discussions and results of these meetings.            |
| <b>Objective #3: Improving dissemination of information to the refugee community and to relevant public and private actors on non-Syrian refugee and asylum seeker rights, benefits and responsibilities.</b>   |                       |                 |   |
| <b>Indicator</b>  | <b>Indicator type</b> | <b>Baseline</b> | <b>How measured/documented/collected</b>  |
| <b>3.1</b> In collaboration with DG International Labour Force, prepare informative brochures, leaflets and e-visuals for non-Syrians in different languages explaining labour rights, benefits and related legal mechanisms (such as Law on International Labour Force and Implementing Regulation on the Law on Foreigners and International Protection). | Output                | Zero            | Number of non-Syrian refugees and asylum seekers, host community members and employers reached. |
| <b>3.2</b> Conduct information meetings towards private sector in collaboration with DG International Labour Force, Labour Inspection Board and Turkish Employment Agency (ISKUR) on employment of refugees, in particular non-Syrians  | Output                | Zero            | Participant lists, signatures, summary of discussions and results of these meetings.            |
| <b>3.3</b> Launch a national awareness-raising campaign to combat   | Output                | Zero            | Number of non-Syrian refugees and asylum seekers, host  |

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| discrimination in the workplace and highlight contributions of refugees in the labour market with the active engagement of employers' and workers' organizations.  |                       |                 | community members and employers reached through campaign.  |
| <b>Objective #4: Referring identified refugees, in particular non-Syrians to existing national mechanisms to improve their livelihoods and labour market integration.</b>  |                       |                 |  |
| <b>Indicator</b>   | <b>Indicator type</b> | <b>Baseline</b> | <b>How measured/documented/collected</b>   |
| <b>4.1</b> In line with the information collected on the skills of refugees under Activity 1.5; provide advisory/counselling services and refer non-Syrian refugees to applicable public employment services, on the job training, vocational training, language and cultural education and apprenticeship programmes. | Output                | Zero            | Job applications, referrals, job placements, informative documents shared, and participation to on the job training, vocational training, language and cultural education and apprenticeship programmes. |

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

- ILO Policy Guidelines for results-based evaluation, 2017  
[https://www.ilo.org/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm)
- Code of conduct form (To be signed by the evaluators)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
- Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
- Checklist 5 preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
- Checklist 6 rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
- Template for lessons learnt and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
- Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
- Guidance note 4 Integrating gender equality in M&E of projects  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
- Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
- Template for evaluation summary  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

## Annex 2: Semi-Structured Interview Questions

- Q1) Please describe your role (incl. activities carried out) and the role of your institution in the Project and how long you have been involved.
- Q2) (If previously involved in another project) How would you describe your experience in this project with other projects you were involved?
- Q3) How did you recruit/find participants in this project?
- Q4) Who were the participants of the project? How was it designed? Did you address any gender-related issues during the project even if it is not in the scope? If so, why?
- Q5) What did you do specifically to maintain a gender balance? Did you have any specific measures to involve women in Project activities?
- Q6) How well do you think the project objectives and outcome are relevant for beneficiaries' needs? Please explain.
- Q7) Who benefited most from the project? Why?
- Q8) Do you have any suggestions for improving the project goals for the target groups?
- Q9) What kind of obstacles did you face while implementing the project? At what point did you face these problems?
- Q10) How did you overcome these obstacles? (If not solved) What would be the best way to overcome these issues in the future?
- Q11) What would you do differently if given the chance? Why?
- Q12) Have you ever witnessed a wrongdoing during the course of the project?
- Q13) (If yes) What did you do to prevent it? Have you voiced your concern?
- Q14) Do you think that there were any unintended results of the project (positive or negative)? Please comment.
- Q15) Have you ever witnessed/heard a tension among different beneficiaries? If yes, what caused it? What kind of measures needed to be taken?
- Q16) What were some of the biggest challenges you faced during the implementation of the project?
- Q17) Have you addressed these challenges? Was it under your responsibility?
- Q18) How did you report them to ILO?
- Q19) What (innovative) methods did you or ILO develop to address these challenges?
- Q20) How often were you in contact with the Project Team in Ankara?
- Q21) To the best of your knowledge, how efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce expected results?

- Was the time allocated for the project too short or good enough?
- Were the resources allocated for the project enough?
- Were the trainers/teachers competent enough?
- Q22) How do you think the outcomes contribute to the overall project objectives?
- Q23) Were there any unrealistic goals of the project? What was your role in setting the goals?
- Q24) Were the outcomes of the project satisfactory? How would you rate it from 1 to 6 (6 being the highest)?
- Q25) Did ILO-Ankara office provide the support you need throughout the project cycle? If yes, please elaborate how and when ILO project officers extend help and support needed. If not, please specify ways of inefficiency and room for improvement.
- Q26) Were you regularly in contact with other project stakeholders during the implementation of the project?
- Q27) (If relevant) Did you have any opportunity to exchange ideas and learn from the mistakes/experiences of other stakeholders?
- Q28) Were there any communication problems among project partners during the implementation process? In which stage?
- Q29) Do you have any suggestions to improve the management structure amongst stakeholders?
- Q30) Do you have any suggestions to improve the communication problems if faced any?
- Q31) What were the biggest achievement of this project?
- Q32) What do you think are the short-term, mid-term and long-term impacts of your interventions?
- Q33) How effective do you think this project was in terms of a) job placement and economic integration, b) (if relevant) social cohesion with locals and other refugee groups, c) psychological and personal support system?
- Q34) How sustainable do you think this project is? What can be done to ensure sustainability?
- Q35) How would you compare this project with other projects run by ILO and/or other funding agencies? Please elucidate by giving examples.
- Q36) How well do you think this project complemented other similar projects/activities tailored for the Syrian and non-Syrian refugee groups in the country?
- Q37) Do you think that a similar project could be designed for other refugee communities? In what ways they could benefit from such projects?
- Q38) (When relevant) What do you think that ILO should do to improve the quality of such projects in the future?
- Q39) Are there good practices to be replicated both nationally and globally?

Q40) Did you find a venue to communicate your achievements and contributions to the wider community?

Q41) Do you have any specific recommendations for future projects?

Q42) Do you have any specific recommendations for ILO?

Q43) (When applicable) If you were to grade the project, (from 1 to 6 – 1 being the lowest and 6 being the highest score) what would be your overall grade? Why?

### Annex 3: List of Persons Interviewed

| ŞEHİR  | Kurum                               | Kişi                                      | GÖREVİ   | PROJE/Component   | Önerilen Görüşme Yöntemi | TLF   | E-MAIL   |
|--------|-------------------------------------|---|--|---|--------------------------|---|--|
| Ankara | Uluslararası İşgücü Genel Müdürlüğü | Lütfiye Karaduman                         | UİGM-Uzman   | Non-SYR/ I & II   | Bireysel Görüşme         | 0532-598-19-38  | <a href="mailto:lkaraduman@ailevecalisma.gov.tr">lkaraduman@ailevecalisma.gov.tr</a>   |
| Ankara |                                     | Sutay Yavuz                               | ILO Danışmanı  | Non-SYR/II: İstatistik Calistayi  | Bireysel Görüşme         | 0506-377-94-97  | <a href="mailto:sutayy@gmail.com">sutayy@gmail.com</a>   |
| Ankara |                                     | Mustafa Aydın                             | ILO Danışmanı  | Non-SYR/III: Mesleki eğitimler  | Bireysel Görüşme         | 0532-586-68-70  | <a href="mailto:maydin1@gmail.com">maydin1@gmail.com</a>   |
| Ankara | SGK-Strateji Geliştirme Başkanlığı  | Ahmet Serdar Yağmur                       | Proje Koordinatörü-KİGEP                                   | SYR/II: Kayıtlı İstihdama Geçiş Programı  | Bireysel Görüşme         | 0 506 470 98 08                                       | ayagmur2@sgk.gov.tr  |
| Ankara | OSTİM MEM                           | Mehmet Tezcan                             | ILO Danışmanı  | SYR/I: Çıraklık ve Mesleki Eğitimler  | Bireysel Görüşme         | 0 505 790 43 94                                       | tezcanmehmet@hotmail.com   |
| Ankara | ODTÜ                                | Atakan Büke Elif Doğan                    | ILO Danışmanı<br>ILO Danışmanı                             | SYR/I: İşyeri Uyum Programı   | Grup Görüşmesi           | 0 537 541 27 68<br>0 534 654 17 79                    | <a href="mailto:atakanbuke@gmail.com">atakanbuke@gmail.com</a><br><a href="mailto:eliftugbadogan@gmail.com">eliftugbadogan@gmail.com</a>   |
| Adana  | Adana Seyhan Belediyesi             | Adil Murat Vural                          | Adana Buyuksehir Beld.-Proje Müdürü                        | Non-SYR/ III+SYR/I & Kooperatif Girisimi  | Bireysel Görüşme         | 0530-760-01-30  | <a href="mailto:adilmuratvural@gmail.com">adilmuratvural@gmail.com</a>   |
| Adana  | Adana Seyhan Belediyesi             | Kadem Dogan                               | Non-SYR TVET Koordinatörü                                  | Non-SYR/ III: Mesleki Eğitimler   |                          | 0505-779-7209   | <a href="mailto:kademdogan0@gmail.com">kademdogan0@gmail.com</a>   |
| Adana  | Adana Seyhan Belediyesi             | Azize Unlueser Sevinç Çakır               | SYR- TVET Koordinatörü<br>SYR- TVET Koordinatörü           | SYR/I: Mesleki Eğitimler  | Grup Görüşmesi           | 0 532 059 80 50<br>0 542 635 29 00                    | <a href="mailto:gulazizeunlueser@gmail.com">gulazizeunlueser@gmail.com</a><br><a href="mailto:svnckr@outlook.com">svnckr@outlook.com</a>   |
| Adana  | Adana Sanayi Odası                  | Gülhan Özdemir Cansu Öztürk Suhaib Esrafi | Projeler Koordinatörü<br>ILO İstihdam Hizmetleri Danışmanı | SYR/I-II-III:Mesleki Eğitimler+İşe Yönlendirmeler+Firmalara yönelik Kapasite geliştirme seminerleri | Grup Görüşmesi           | 0 532 332 16 73<br>0 507 440 19 02<br>0 554 123 98 89 | <a href="mailto:ekonomi@adaso.org">ekonomi@adaso.org</a><br><a href="mailto:cansu.ozturk@adaso.org.tr">cansu.ozturk@adaso.org.tr</a><br><a href="mailto:s.esrafi@adaso.org.tr">s.esrafi@adaso.org.tr</a> |

|           |                        |                                |   |  |  |                 |  |
|-----------|------------------------|--------------------------------|---|--|--|-----------------|--|
|           |                        |                                | ILO Arapça Destek Danışmanı             |  |  |                 |  |
| Eskişehir |                        | Deniz Çalbaş                   | Tepebaşı HEM Koordi.                    | Non-SYR/ III: Mesleki Eğitimler  | Bireysel Görüşme   | 0506-763-40-65  | <a href="mailto:dscalbas@gmail.com">dscalbas@gmail.com</a>               |
| Eskişehir |                        | Bayram Kök                     | Odunpazarı Koor.                        | Non-SYR/ III: Mesleki Eğitimler & Kooperatif Girişimi                                    | Bireysel Görüşme   | 0530-430-18-40  | <a href="mailto:kok.bayram@gmail.com">kok.bayram@gmail.com</a>           |
| Denizli   |                        | Fikri Topaloğlu                | Excoll-TVET and Employment Coord.       | Non-SYR/ III: Mesleki Eğitimler  | Bireysel Görüşme   | 0531-941-97-99  | <a href="mailto:ftopaloglu.pau@gmail.com">ftopaloglu.pau@gmail.com</a>   |
|           | Ekpen Tekstil          | Ekin Uluişik                   | Ekpen Tekstil, Sürdürülebilirlik Uzmanı | Non-SYR/ III: Mesleki Eğitimler & İse yerleştirme  | Bireysel Görüşme   | 0505-644-56-58  | ekin.uluisik@ekpen.com.tr  |
| Denizli   | Pamukkale Üniversitesi | Doç. Dr. Çağla Ünlütürk Ulutaş | ÇEKO                                    | Non-SYR/ I & II: Haritalama & ITC eğitimi  | Bireysel Görüşme   | 0532-502-17-23  | caglau@gmail.com   |
| Denizli   | Pamukkale Üniversitesi | Prof. Dr. Oguz Karadeniz       | ÇEKO                                    | SYR/III: İş Müfettişleri Eğitimi+SGK Denetmenleri Eğitimi=Politika Önerileri             | Bireysel Görüşme   | 0 535 237 74 49 | <a href="mailto:oguzkaradeniz@outlook.com">oguzkaradeniz@outlook.com</a> |
| Istanbul  | Kodluyoruz Derneği     | Gülcan Yayla                   | Co-Founder                              | SYR/I-II: Mesleki Eğitim-İşe Yerleştirme   | Bireysel Görüşme (katılımcılarla odak grup görüşmesi de ayarlanacak) | 0 537 253 79 91 | <a href="mailto:gulcan@kodluyoruz.org">gulcan@kodluyoruz.org</a>         |
| Istanbul  | IHKIB                  | Hale Gülbaz                    | Şef, AB Projeler Şubesi                 | SYR/III: Sosyal Uygunluk Çalışmaları ve Mevcut İşletmelerin Kapasitesinin Geliştirilmesi | Bireysel Görüşme   | 0 542 295 52 72 | <a href="mailto:hale.gulbaz@itkib.org.tr">hale.gulbaz@itkib.org.tr</a>   |

|           |   |                                     |   |  |                                  |                 |  |
|-----------|---|-------------------------------------|---|--|----------------------------------|-----------------|--|
| Istanbul  | United Work   | Enis Kösem                          | Genel Müdür                               | SYR/II:İşe Yerleştirme,<br>İstihdam Teşvikleri | Bireysel<br>Görüşme              | 0 553 045 75 55 | <a href="mailto:enis.kosem@unitedwork.com.tr">enis.kosem@unitedwork.com.tr</a>   |
| Istanbul  |   | Rami Uckan<br>Firma Sahibi<br>(tbc) | ILO Danışmanı<br>Suriyeli Firma<br>Sahibi | SYR/II:Kayıtdışı Firma<br>Formalizasyonu       | Grup<br>Görüşmesi                | 0 553 045 97 29 | <a href="mailto:rahmi.uckan@unitedwork.com.tr">rahmi.uckan@unitedwork.com.tr</a> |
| Gaziantep | Gaziantep Esnaf ve<br>Sanatkarları Odası<br>(GESOB)             | Mehmet<br>Güller                    | GESOB Eğitim<br>Koordinatörü              | SYR/I-II: Mesleki Eğitim-<br>İşe yerleştirme   | Bireysel<br>Görüşme<br>(Telefon) | 0 535 379 11 47 | <a href="mailto:metguller@gmail.com">metguller@gmail.com</a>                     |
| Gaziantep | Gaziantep<br>Üniversitesi<br>TARGET Teknoloji<br>Transfer Ofisi | Ekrem Tekin                         | Genel Müdürü                              | SYR/I: Girişimcilik Eğitimi                    | Bireysel<br>Görüşme<br>(Telefon) | 0 506 819 37 87 | <a href="mailto:ekrem@ttotarget.com">ekrem@ttotarget.com</a>                     |

## Annex 4: Lessons Learned Template

| ILO Lesson Learned Template   |  |
|---|--|
| Project Title: FINAL CLUSTER EVAL   | Project TC/SYMBOL: TUR/17/06/USA&TUR/17/04/USA |
| Name of Evaluator: SEBNEM AKCAPAR   | Date: 23/03/2020                               |
| The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report. |  |

| LL Element  | Text   |
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| <p><b>Brief description of lesson learned (link to specific action or task)</b></p> | <p><b>1) POLITICAL</b><br/> <b>Bureaucratic challenges:</b> Turkey's legislations, laws and policies, have resulted in delays in delivery of certain activities. Interviews with the government officials have also supported this finding. However; as evident in the progress and final reports of the projects along with their supporting documents, all indicators have been successfully achieved.</p> <p><b>2) SOCIAL</b><br/> <b>Integration challenges:</b> For better addressing the challenges faced in terms of integration of refugees, the added- value of inclusive policy making; actively involving academics, non-governmental organizations and refugees themselves have been highlighted by a number of respondents. Acknowledging the time constraints in the project management, the development of the training modules should also include the beneficiaries themselves as much as possible. This is currently ensured through ad-hoc and planned focus group discussions with beneficiaries and their feedbacks is communicated to relevant line ministries and reflected in the training modules developed by the ILO.</p> <p><b>Social exclusion and misperceptions in society:</b> As also stated by one government official and an implementing partner agency representative, not offering equal opportunities to both host communities and the refugees to benefit from services bares the risk of resentment by the host communities and misperception. These risks have been minimized by awareness raising campaigns and by adopting transparent and inclusive implementation policies.</p> <p><b>Vocational training and Turkish language training curriculums:</b> The language barrier still stands out as an obstacle for quality delivery of vocational training courses and developing rapport among the host community and refugee workers. The language modules offered by MoNE have been deemed as insufficient in many interviews. It is also stated during the key informant interviews and focus group discussions in Eskişehir, Gaziantep and Ankara that the Life Long Learning (LLL) training modules are not sufficient enough to equip beneficiaries with the required technical skills of the labour markets. Revisions reflecting the changing skills set of the labour market should be made.</p> <p><b>Selection of beneficiaries:</b> A long project cycle plays a crucial role in quality delivery of development projects. In the absence of this, time allocated for outreach and beneficiary selection is rather short. As most of the respondents have raised, this has resulted in problems in selecting the trainees in accordance with the objectives of the project. Sufficient time allocated for selection and outreach would also reduce duplication and can ensure complementarity with other programs with the same objectives.</p> <p><b>Cooperation and coordination support:</b> Another crucial element of fostering synergies between</p> |

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|  | <p>stakeholders while avoiding duplication is cooperation and coordination. As also indicated by the respondents further efforts are needed in this regard. Failure to coordinate efforts may result in stratification among the refugee groups and therefore resentment among them. Where possible, national, local and sector level coordination mechanisms should be improved.</p> <p><b>Skills Mismatch and Transit Migration<sup>59</sup>:</b> As seen in Eskişehir and Denizli, the ratio of highly educated people among the refugees, especially Iranians, is very high and the cases of skills mismatch is outstanding: In the absence of accredited qualifications, diplomas or any other proof of education and due to their asylum status, many refugees are forced to take jobs requiring lower skills than they have. Difficulties in obtaining a work permit is also listed as a major challenge. As highlighted by one of the respondents, another underlying reason for the skills mismatch is Turkey's being a transit country for many refugees: They do accept lower skilled and informal jobs as they don't plan to settle in Turkey. As a result, these groups in Turkey are less interested in participating in training programs. Besides, they believe that if they work in formal economy, their right to resettle in the third country would be restricted. Oppositely, in Adana, Iranian beneficiaries has demanded more training courses and considers these programs as an investment in their skills that they can use for resettlement in a third country.</p> <p><b>3) ECONOMIC</b></p> <p><b>Selection of sectors:</b> The sectors and the vocational training courses are selected taking into account the open positions communicated by the sector representatives and the labour market analysis reports of the National Employment Agency. Following this logic, marble and copper sectors have been the focus of the project in Denizli. This approach has been also regarded as a good practice by the respondents highlighting the importance of also taking into account, social, cultural dynamics.</p> <p><b>Supporting formalization of small and medium size enterprises (SMEs):</b> The support for formalization of refugee-owned SMEs should continue: (i) The practice of awareness raising activities on legal obligations and (ii) providing support for facilitating their understanding of the bureaucracy, which is (iii) complemented by financial support covering the documentation costs is marked as good practice. By formalization support refugees become tax payers and net contributors to the local economy which fosters integration and reduces negative perceptions.</p> <p><b>4) GENDER</b></p> <p><b>Ensuring gender equality:</b> A number of difficulties were encountered in the inclusion of women beneficiaries in the project. As a result of the traditional gender roles, refugee women are the main caregivers in the households responsible for the child and the elderly care. As a result, their participation in vocational training courses or in the workforce is challenging. Access to child care services plays a key role in that regard. It was also seen that some beneficiaries could not attend courses without their fathers' or spouses' permission. Provision of transportation support could facilitate their participation. Overall, the participation ratio of women is low, especially among Iraqis and Afghans.</p> |
| <b>Context and any related preconditions</b> | <p>Final Evaluation was carried out in İstanbul, Ankara, Eskişehir, Adana, Gaziantep and Denizli in coordination with the ILO Office for Turkey. These provinces and the others where two projects were carried out were carefully selected due to a number of criteria: 1) High number of refugees (Syrian and non-Syrian) already living in these urban areas, 2) different industries available where job opportunities and decent work conditions can be expanded to employ vulnerable populations after equipping them with adequate skills formation and/or eliminating skills mismatch through vocational training and Turkish language acquisition, 3) location of national partners, such as DGILF and SSI who were working closely with the ILO Office for Turkey during the implementation phase.</p>   |
| <b>Targeted users /</b>                      | <ol style="list-style-type: none"> <li>1. Syrians</li> <li>2. Iranians</li> </ol>  |

<sup>59</sup>Düvell, F. and F. Pastore (2006). Transit, migration and politics: Trends and constructions on the fringes of Europe. COMPAS and IMISCOE summary paper; Koser Akcapar, S. (2009). Re-thinking Migrants' Networks and Social Capital: A Case Study of Iranians in Turkey. *International Migration*, 48 (2): 161-196.

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| <b>Beneficiaries</b>  | <ol style="list-style-type: none"> <li>3. Iraqis</li> <li>4. Afghans</li> <li>5. Host communities</li> </ol>  |
| <b>Challenges /negative lessons - Causal factors</b>                        | <ol style="list-style-type: none"> <li>1. The projects' objectives and indicators are too ambitious to be achieved within the project cycles. Longer project cycles should be implemented.</li> <li>2. Resentment among the host communities should be addressed by providing equal access.</li> <li>3. Training modules and their curriculums should be revised in line with the needs of the labour markets</li> <li>4. Special measures should be adopted for increasing participation of women, especially those considered among the vulnerable groups</li> </ol>  |
| <b>Success / Positive Issues - Causal factors</b>                           | <ol style="list-style-type: none"> <li>1. Enabling beneficiaries access to formal employment through developing an advanced database for formal employment</li> <li>2. Reducing informality through formalization support and guidance</li> <li>3. Increasing workers familiarity with the working culture and fundamentals of labour law through training programmes targeting refugees</li> <li>4. Contributing to sustainability of employment through employment incentives</li> <li>5. Providing an enabling environment for integration through providing skills development possibilities and indirectly contributing to healing from the trauma.</li> <li>6. Providing an enabling environment for women beneficiaries to build self-confidence and contributing to women empowerment</li> <li>7. Fostering social cohesion among the refugees and host communities by bringing them together</li> <li>8. Accelerating refugees' integration through provision of Turkish language courses</li> <li>9. Increasing capacities of the local organizations through partnerships</li> </ol> |
| <b>ILO Administrative Issues (staff, resources, design, implementation)</b> | <ol style="list-style-type: none"> <li>1) <b>STAFF</b> <ul style="list-style-type: none"> <li>• The following feedback has been recorded during the interviews: <ul style="list-style-type: none"> <li>○ Flexibility and problem solving abilities of the project team</li> <li>○ High availability of the project team for all partners and stakeholders</li> <li>○ Effective and proactive approach of the project team</li> <li>○ Support provided in work permit application processes</li> </ul> </li> </ul> </li> <li>2) <b>DESIGN</b> <ul style="list-style-type: none"> <li>• Overall coordination regarding Refugee Response in Turkey is deemed inadequate</li> <li>• Projects have been praised for their innovative dimensions</li> </ul> </li> <li>3) <b>RESOURCES</b> <ul style="list-style-type: none"> <li>• Efficient use of resources has been recorded</li> <li>• Project cycles have been criticized for being too short by many respondents.</li> <li>• Room for improvement in terms of monitoring of implementation is noted.</li> </ul> </li> </ol>                     |

## Annex 5: Emerging Good Practices Template

### ILO Emerging Good Practice Template

**Project Title: FINAL CLUSTER EVAL Project TC/SYMBOL: TUR/17/06/USA & TUR/17/04/USA**

**Name of Evaluator: SEBNEM AKCAPAR**

**Date: 23/03/2020**

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

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| <p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p> | <ol style="list-style-type: none"> <li>1. The project has positively contributed to the capacity development of the local partners and enabled them to adopt an international outlook with interested funding agencies in devising similar programmes for the targeted populations. Additionally, local partners were empowered for establishing regional partnerships in provinces such as Afyon, Bilecik, and Eskişehir. Their vocational training delivery capacity has also been improved thereby increasing the number of direct and indirect beneficiaries. (TUR/17/04/USA <b>OBJECTIVES 1 &amp; 2</b>)<br/><b>Unexpected positive outcome</b></li> <li>2. Refugee women successfully completing the vocational training courses have been supported and guided for starting cooperatives. Such an approach constitutes a win-win situation as it creates access to livelihoods while increasing production capacity of the local market. (TUR/17/06/USA and TUR/17/04/USA <b>OBJECTIVES 1 &amp; 2</b>)<br/><b>Unexpected positive outcome</b></li> <li>3. Providing technical assistance in planning of the EKPEN Vocational Training Academy in Denizli with the specific aim of training (potential) employees in the textile sector, especially refugees and vulnerable host communities (people with disabilities, single women and female-headed households). As a result of this cooperation, two non-Syrian beneficiaries started to work at EKPEN after the training. One additional female refugee's application is pending. (TUR/17/04/USA <b>OBJECTIVE 1</b>) <b>unexpected positive outcome</b></li> <li>4. Formalization support for Syrian small-sized enterprises in Sultanbeyli, Istanbul (TUR/17/06/USA <b>OBJECTIVE 2</b>)</li> <li>5. Computer training courses targeting skilled, semi-skilled and younger women beneficiaries in Adana is noted as a good practice, despite the shortened training module due to time constraints. (TUR/17/06/USA <b>OBJECTIVE 1</b>)</li> <li>6. The agreement made with Central Directorate of Rotary Capital Management, Ministry of Culture and Tourism (DOSIMM) in Eskişehir-Odunpazarı for the sale of the products of the refugee women through online promotion and marketing (TUR/17/04/USA <b>OBJECTIVE 1 &amp; 2</b>) <b>unexpected positive outcome</b></li> <li>7. Intensive Training courses targeting the IT sector delivered in Istanbul and Şanlıurfa for university students and potential entrepreneurs has attracted a lot attention. (TUR/17/06/USA <b>OBJECTIVE 2</b>)</li> <li>8. Fighting against the worst forms of child labour and facilitating their access to formal education through enrollment of young refugees in apprenticeship programmes (TUR/17/06/USA <b>OBJECTIVE 1</b>)</li> <li>9. The recruitment of local consultants responsible for supporting the project team in terms of coordination of local-level partnerships and</li> </ol> |

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|  | <p>ensuring efficient delivery. This is especially helpful in monitoring, evaluation, and implementing more effective outreach strategies. (DENIZLI) (TUR/17/04/USA <b>OBJECTIVE 1 &amp; 2</b>)</p> <p>10. The establishment of a child friendly space in the premises of the Adana Metropolitan Municipality where social events to enhance social cohesion were organized targeting mostly women beneficiaries. (e.g. sight-seeing tours, picnics, cultural nights) (TUR/17/04/USA AND TUR/17/06/USA <b>OBJECTIVE 2</b>)</p> <p>11. Increased engagement in the waged labour and other income generating activities through the change in mindset of female beneficiaries (Syrian and non-Syrian) with a cultural background where traditional gender roles are dominate., (TUR/17/04/USA <b>OBJECTIVE 2</b>) <b>unexpected positive outcome</b></p> <p>12. Allocation of adequate resources for comprehensive data collection and analysis so as to correctly identify the problems and develop evidence-based policy solutions for the target groups (i.e. the research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey) (TUR/17/04/USA <b>OBJECTIVE 1 &amp; 3</b>)</p> <p>13. Capacity building support provided to labour inspectors of GLIB and the Social Security Institution (SSI) as well as to the judges (TUR/17/06/USA <b>OBJECTIVE 3</b>),</p> <p>14. The workplace adaptation programme with an innovative approach (TUR/17/06/USA <b>OBJECTIVE 1</b>),</p> <p>15. Cooperation with İstanbul Apparel Exporters' Association (IHKIB) and with the private sector through IHKIB on capacity building and promotion of the Social Compliance Internal Auditing Standards and providing capacity building support to their members in this regard (TUR/17/06/USA <b>OBJECTIVE 2 &amp; 3</b>)</p> <p>16. Development of entrepreneurship ecosystem in the IT sector in Gaziantep (TUR/17/06/USA <b>OBJECTIVE 2</b>)</p> <p>17. Following the vocational training courses, national vocational qualification examinations were held as a part of the partnership with Adana Chamber of Commerce (ADASO), where 192 beneficiaries took the exam and 49 among them were placed in employment afterwards. (TUR/17/04/USA AND TUR/17/06/USA <b>OBJECTIVE 1</b>).</p> |
| <p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p> | <ol style="list-style-type: none"> <li>1. Municipalities should be encouraged to take initiatives in and provide support for setting of cooperations as a business model. Initiatives on women cooperatives should also be encouraged for increasing women's participation in the labour markets.</li> <li>2. Difficulties in engaging refugees in formal employment due to; (i) Turkey's being considered as a transit country and (ii) fear of losing social assistance (most commonly the Emergency Social Safety Net (ESSN) assistance).</li> <li>3. Lack of employment opportunities/open positions in sectors where refugees are hired the most: Textile industry may face downsizing due to economic downturn and therefore not hiring new workers.</li> <li>4. Concerns of the Syrian-owned enterprises' on transition to formality: Decline in the number of benefitting enterprises is observed mostly due to additional burden of costs (such as the taxes) for the businesses that are making as small profit as 1.500 TL per month and hardly surviving.</li> <li>5. Considering the requirements/expectations of the employers in a digital age, challenges are observed in reaching out to beneficiaries with fundamental IT literacy or interest in improving skills in this regard which would increase their employability.</li> <li>6. The need of long-term planning: Cooperatives should be supported in</li> </ol>   |

developing marketing strategies focusing on multiple markets/venues to sell their products.

7. Difficulties in reaching out to beneficiaries willing to take part in formal employment.
8. High turn-over rates and difficulties in accessing quality Turkish language training in apprenticeship programme: Due to long working hours and 6 to 7 working days -*which should not be more than 4 as per law*- imposed by the master trainers (usta) and the employers, apprentices are having difficulty in attending one compulsory school day a week which resulting in (i) drop-outs or (i) high turn-over. Apprentices are quitting mostly without a notice resulting in reluctance among the employers in training apprentices. The insufficient quality of Turkish language training due to; (i) the lack of a well-designed curriculum and (i) teachers not equipped for teaching Turkish as a second language is another challenge reported.
9. The problem of identifying open positions and matching people with the right skills to these positions is observed in Denizli as well. When right support is provided, sustainable job placements are observed: For example, a famous beauty parlor owner already employed Iranians (who are not under IP) as beauty experts after giving a 3-months training. She is interested to employ refugees as well as she was quite satisfied with their skills and work ethics.
10. Female beneficiaries complain that without access to childcare facilities, it is impossible for them to participate in any activity.
11. Women, especially Syrians, who were hesitant about or not familiar with the income generating activities and the notion of decent work have welcomed the opportunity of generating an income and contributing the family budget. They have stated that their living standards were quite good in Syria despite the fact that the male head of households were mostly the only income generator. Due to high expenses in Turkey or the need for large lump sums available for covering basic needs (in Adana, landlords ask for yearly payment of rents), the need for women to work has become a must to be able to cover the basic expenses. As for non-Syrian women (esp. Afghans), they are more open to the idea of waged labour, however they should familiarize themselves with the labour legislations and their labour rights for accessing to decent employment opportunities. Iranian women, on the other hand, though more skilled and educated, are less interested in employment opportunities in Turkey but eager to participate in training programmes with the perspective of increasing their employability in a third country after resettlement.
12. Acknowledging the difficulties in obtaining necessary permits and costs, baseline assessments and needs analysis are advised for an evidence-based planning. Coordination with municipalities and other gatekeepers may offer solutions in this regard.
13. Bureaucratic obstacles may slow down the process for employment of non-Syrians. The prejudices prevalent in society and among the employers hinders the employment of SuTPs.
14. Keeping track of the beneficiaries and long-term monitoring is rarely possible which makes job placements more challenging.
15. Vocational training courses follow the Life Long Learning (LLL) curriculums delivered either by vocational teachers or Public Education Center (PEC) instructors, which is obligatory as per relevant legislation. These curriculums are mostly too short and barely reflects the changing skills needs of the labour markets. Additionally, due to lack of available upskilling training opportunities, teachers/instructors rarely have the up-to-date technical skills. Joint

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|   | <p>advocacy efforts for revision of these modules and increasing technical capacity of the PECs in line with the technological advancements is needed.</p> <p>16. Organizing career events bringing starts up and beneficiaries, who have successfully completed the vocational training courses, together is a good practice and should be implemented where possible.</p>  |
| <p><b>Establish a clear cause-effect relationship</b></p>           | <ol style="list-style-type: none"> <li>1. Eliminating skills mismatch through vocational training courses with an up-to-date curriculum and complementary training programs such as basic labour market training program which contributes to better integration to the labour markets</li> <li>2. Raising awareness among the refugees on the labour law legislation and their rights and responsibilities highlighting the importance formal employment. As evident from the case of an apprentice who has demanded to take his annual leave and successfully did so, such activities are vital to prevent exploitation</li> <li>3. Supporting job creation in close cooperation with employers and other stakeholders while monitoring supply-demand balance through value chain analyses</li> <li>4. Providing capacity building support on trade and labour law in Turkey targeting refugee-owned enterprises</li> <li>5. Providing capacity building support and promoting awareness-raising campaigns to fight against misperception and prejudices against refugees</li> <li>6. Providing guidance to women for improving their livelihoods and increasing access to formal employment opportunities through basic labour market skills training programmes and vocational training courses</li> <li>7. Continuing benefiting from social media channels as they offer cheap and fast communication networks, for outreach and awareness-raising activities</li> <li>8. Increasing access to Turkish language courses as having at least B1 level of certification is key in finding jobs, ensuring social cohesion and reducing the risk of exploitation</li> <li>9. Providing support for accreditation of education obtained and contributing elimination of skills mismatch by doing so</li> <li>10. Continuing cooperative model as a best practice, as evident from the case of Adana, especially for increasing employability of women while increasing income generation opportunities through access livelihoods. Cooperation with local authorities and ensuring their ownership is key in ensuring sustainability.</li> <li>11. Delivering vocational training courses with employment guarantee targeting disadvantaged groups for increasing their access to formal employment opportunities</li> </ol> |
| <p><b>Indicate measurable impact and targeted beneficiaries</b></p> | <ol style="list-style-type: none"> <li>1. Syrian and non-Syrian refugee women: Increasing income generation opportunities through the cooperative which will be set and running within the next 6 months to 1 year.</li> <li>2. Training center for direct employment to be established in the textile industry targeting refugees and host community members – an idea developed by business owner in Denizli. Although not active yet, this model can be repeated nationally and globally encompassing all nationalities.</li> <li>3. Refugee women: Formal employment of some non-Syrian refugee women followed by on-the-job training programme in the textile sector.</li> <li>4. Syrian-owned enterprises: 45 Syrian-owned small-sized enterprises benefited from formalisation support in Sultanbeyli District, Istanbul.</li> </ol>  |

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|   | <p>Although there is an overall satisfaction with the support provided which increased their familiarity with the labour legislation and inspection mechanisms, these enterprises have noted the additional costs of formalization such as taxes and social security premiums which have created additional financial burden risking their sustainability. For increasing efficiency of the support, simplification of the ILO payment procedures could be considered where possible.</p> <ol style="list-style-type: none"> <li>5. Non-Syrian (Iraqi and Afghan) female refugees under International Protection: Training courses and job placement support provided not only to improve their livelihoods but also to empower them through increasing their resilience</li> <li>6. Skilled and younger refuge groups: Delivery of training courses such as the ones on the IT technologies and entrepreneurship training programmes are very much welcomed. Innovation in this regard should continue. Positive discrimination for increasing women's participation is a good practice.</li> <li>7. Refugees between the ages of 14- 25: Referrals to Apprenticeship Programme is among the most significant good practices as it contributes to (i) elimination of the worst forms of child labour, (ii) enabling out-of-school refugee children continue their formal education.</li> <li>8. Women with child-care responsibilities: As majority of women beneficiaries have child care responsibilities, establishing child friendly spaces are recommended for increasing their access to services provided.</li> <li>9. Beneficiaries of the vocational training courses: Although many female refugees have indicated their primary motivation for enrolling to these courses as the daily allowances/stipends, at the end of the training, majority have reported to change their attitudes towards employment and stopped regarding waged labour as loss of honour for women due to patriarchal norms of society.</li> <li>10. Refugees and host communities participating in the workforce and enterprises hiring refugees: With the Transition to Formal Employment Programme (KİGEP) and other similar support mechanisms, work permits of 600 Syrian refugees, social security premiums of 850 host community members, social security premiums of 200 Syrian refugees were partially covered in cooperation with SSI in the following 5 cities: Adana, Bursa, Hatay, Konya and Istanbul. This programme can easily be regarded as an innovative one, since it fights against informality and contributes to social cohesion through reaching out to diverse groups of beneficiaries, including employers, Syrians and host communities.</li> <li>11. Enterprises in textile sector: Capacity building support for social compliance internal auditing (SCIA) is provided to the enterprises in the textile sector, specifically IHKIB members and their supply chains. SCIA is significant for ensuring compliance with the European standards and increasing export capacity.</li> <li>12. Potential entrepreneurs among refugees and host communities: Innovative and intensive training programmes on entrepreneurship complemented with Seed Entrepreneur Programme of Istanbul Technical University. Multi-country versions could be made by using transnational connections.</li> </ol> |
| <p><b>Potential for replication and by whom</b></p> | <p>Civil society actors with improved capacity can enter other undertakings with the objective of helping refugees themselves in finding decent work and developing skills for employability.</p> <p>Another important initiative is supporting women refugees with the setting of</p>   |

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|   | <p>micro-businesses especially on matters related with assessing the market demand, choice and design of products, developing marketing strategies, and with effective use of social media. Furthermore, support provided for grant applications to the Scientific and Technological Research Council of Turkey (TUBITAK) and Small and Medium Enterprises Development Organization (KOSGEB) is vital. Such support mechanisms could easily be replicated by other NGOs in other provinces.</p> <p>As one respondent suggested, there is a significant shortage of semi-skilled workers in labour intensive sectors in Turkey, since host communities are less and less interested in taking these jobs despite high youth unemployment rates in the country. Refugees, after obtaining on-the-job training and adequate language skills, can easily be employed in these positions.</p> <p>The cooperation established with chambers of industry and chamber of merchants for bringing potential employees and employers together through various gatherings is a good practice that can easily be replicated.</p> |
| <p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p> | <p>All emerging good practices (EGP) cited above fell under ILO's main objectives: 1) promote human and labour rights, 2) encourage decent employment for all, 3) enhance social protection, 4) strengthen dialogue with all stakeholders.</p> <p>ILO Office for Turkey has already focused on Refugee Response Programme since 2015 with other partners and adopted a 5-year integration plan that spans between 2017-2021.</p> <p>EGP are also in line with policy areas of ILO Office for Turkey: 1) child labour and youth employment, 2) women's employment and gender equality, 3) social dialogue, 4) decent work, 5) employment promotion and creation.</p>   |
| <p><b>Other documents or relevant comments</b></p>  | <p>As a result of the COVID19 outbreak, majority of the project activities might face cessation indefinitely. However, taking the deepening economic crisis and increasing economic fragilities, they should continue for increasing resilience and protecting the wellbeing of refugees and vulnerable host communities. There is no doubt that this bleak situation will add up their vulnerability in the labour markets during and even long after the pandemic and it will hit unprotected workers in the informal economy with no social safety net harder. The ILO Office for Turkey and project team for the next phase should plan accordingly to ensure the continuation of good practices and positive outcomes.</p>   |