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## Final Independent Evaluation of the programme “Promoting Decent Work for Syrians under Temporary Protection (SuTP) and Turkish Citizens (TC)”

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Name of consultant(s): Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Name of Evaluation Manager: Sabrina de Gobbi

Evaluation Office oversight: Ricardo Furman

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## List of Acronyms

3RP	The Regional Refugee and Resilience Plan
BILMER	Information Centre
ESSN	Emergency Social Safety Net
EU	European Union
FGD	Focus Group Discussion
HAK-IŞ	Confederation of Turkish Real Trade Unions
HQ	Headquarters
ILO	International Labour Organisation
IP	Implementing Partner
İŞKUR	Türkiye's executive employment agency
ISMEP	Work-Based Learning Programme (in Turkish)
WBL	Work-Based Learning Programme
KIGEP	Transition to Formal Employment (in Turkish)
M&E	Monitoring & Evaluation
MoLSS	Ministry of Labour and Social Security
NGO	Non-Governmental Organisation
P&B	Programme and Budget
OECD/DAC	The Organisation for Economic Co-operation and Development's Development Assistance Committee
SC	Steering Committee
SDG	Sustainable Development Goals
SuTP	Syrians under Temporary Protection
SSI	Social Security Institution
TC	Turkish Citizens
TOC	Theory of Change
TÜRK-IŞ	Confederation of Turkish Trade Unions
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework

## Executive Summary

### Background

Initiated in 2018, the goal of the “**Promoting Decent Work for Syrians under Temporary Protection (SuTP) and Turkish Citizens (TC)**” programme has been to increase the number of these beneficiaries working in decent conditions in Türkiye, with special attention to the most vulnerable populations. The programme aimed to reach both refugees<sup>1</sup> and Turkish citizens and was implemented in 18 Turkish provinces, focusing on regions with the highest Syrian populations. Having been implemented by the International Labour Organization (ILO), the programme has been part of the ILO Refugee Response Programme of the ILO Office for Türkiye. Its official donor is Germany through the KfW Development Bank (Kreditanstalt für Wiederaufbau). Phases I and II have been extended until December 2024, making the final evaluation of these phases timely. This report fulfils that function.

The “Promoting Decent Work”<sup>2</sup> Programme addresses employment and livelihood challenges for both Turkish citizens and Syrian refugees. Despite economic growth, Türkiye faces high informality and unemployment, especially among women and vulnerable groups. Informal employment, which lacks security, leads to lower wages and sometimes exploitation and can also hinder stable economic prosperity. Refugees, particularly Syrian nationals, who constitute the largest refugee population in Türkiye, are disproportionately affected by informal employment. They also face specific barriers to formal employment, including language challenges, incomprehensible bureaucratic processes, discrimination, and unfamiliarity with formal benefits.

To address challenges connected to formalisation, the programme aimed to support beneficiaries directly in close cooperation with employers. Specifically, activities focused on enhancing the skills of SuTP and TC for the formal labour market, promoting the formalisation of micro-enterprises, providing advice, and incentivising employers to formally hire SuTP and TC. Key components of the programme include the Work-Based Learning Project (WBL/ISMEP), Information Centres (BILMERs), and the Transition to Formality t (KIGEP) and their activities.

The programme is implemented by the ILO Office for Türkiye in partnership with the Ministry of Labour and Social Security (MoLSS) and its key agencies and directorates, including the Social Security Institution (SSI) and Directorate-General for International Labour Force (DGILF), with unions of Chambers of Tradesmen and Craftsmen and municipalities as well as other public agencies and stakeholders working closely together with the programme team in the implementation.

### Methodology

The evaluation team employed a **theory-based approach** to analyse the programme’s overall approach in terms of its contribution to the results. More specifically, the team used the relevance OECD/DAC criteria to assess the initiative's relevance and coherence, effectiveness, efficiency, sustainability and impact.

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<sup>1</sup>The word ‘refugees’ refers to Syrians under Temporary Protection, international protection status applicants and holders.

<sup>2</sup> The full name of the programme is ‘Promoting Decent Work For Syrians Under Temporary Protection and Turkish Citizens’

The evaluation team used a **mixed-methods data collection and analysis approach**, including qualitative data from a comprehensive interview programme (49 interviews, 10 FGDs, and a field visit to five provinces) and desk research. For quantitative data, the team used previous surveys of the programme team, its own survey—with 467 responses—and the analysis of the LogFrame.

## Findings

### Relevance & Coherence

The overall objective is critical for SuTP as it addresses and responds to their need for formal employment. However, legal restrictions on formal work for SuTP undermine its relevance since the one-year work permit and restrictions to movement are not addressed through a good governance component. While the overall objective is also relevant for TC, the BILMER component's structure was less relevant for TC employees as it mainly focused on the barriers for SuTP and businesses.

The programme effectively addressed the needs of employers, including addressing the labour shortage of skilled workers in the industrial sector by using ISMEP to support skills, using BILMER as a referral service, and providing incentives through KIGEP. The programme also met the administrative needs of SuTP business owners through BILMER consultations.

The programme is well-aligned with other ILO interventions and international development initiatives, supporting the ILO's holistic plan for Syrian refugees in Türkiye by addressing skills improvement, job creation, and labour market governance. It aligns with national frameworks like Türkiye's Development Plan and operates within the UN's 3RP and UNSDCF frameworks.

### Validity of Design

The three components and their activities clearly showcased logical consistency, reinforced by lessons learned from previous projects and pilot testing, followed by carefully upscaling initiatives. The components mutually reinforced each other. However, gaps remained between the outcomes and the expected impact of promoting decent work and social cohesion.

Business organisations and most relevant government stakeholders were involved in the design process, and their roles in the implementation were clearly stated. Employer organisations and workers' representatives were consulted, but their roles were minimal in the programme. Beneficiaries or their representatives did not provide direct input to the design.

The most important cross-cutting ILO principles, social dialogue, the promotion of international labour standards and gender equality were partially included in the design. Social inclusion principles, in terms of the inclusion of people with disabilities (PWDs), were also partially considered. Environmental goals were not reflected in the design.

### Effectiveness

The programme has successfully met and exceeded five of its six targets, demonstrating effectiveness in all its components and overcoming significant initial delays. It is highly probable that the one target missed in Phase I and II will be achieved in Phase III. The quotas for women were met for the ISMEP component but lagged in KIGEP. In contrast, all quotas for PWD and SuTP were met.

The skills component, ISMEP, was demonstrably effective in facilitating the acquisition of skills among beneficiaries in areas highly relevant to labour market needs. Eliminating shortcomings, such as skills mismatches, would allow for a further reduction in the beneficiaries' dropout rate, thereby increasing the effectiveness of the activities.

All components contributed to information becoming more available to promote both SuTP and TC formalisation processes. Employees learned about their rights at work and the importance of formal work. Implementing a more comprehensive outreach and awareness-raising strategy would have complemented the existing activities and promoted greater mutual awareness of informality and decent work conditions beyond the direct beneficiaries.

Additionally, the programme had the capacity to make a significant contribution to the attainment of formal employment for many beneficiaries. While financial subsidies and support in administrative processes effectively overcame key obstacles to beneficiaries' employment, other barriers – particularly those faced by SuTP in connection with legal regulations – continued to be encountered due to the scope of the activities, reducing the effectiveness of the activities.

### **Efficiency**

The programme team had sufficient resources to achieve outcomes due to the currency exchange levels of the Turkish Lira and USD, strong budget management, and an overachievement of most targets, which meant low cost/participant for all three components. Programme milestones and activities were initially delayed for reasons outside the programme team's control. The COVID-19 pandemic, policy changes concerning SuTP and prolonged governmental agreements and collaboration affected programme milestones.

Programme management was overall efficient based on the resources used. However, the administrative burden because of the large number of implementing partners was a bottleneck to its efficiency. While the IPs' monitoring was comprehensive based on target monitoring, there was a lack of quality control of ISMEP and BILMER activities.

### **Sustainability & Impact**

The sustainability of programme results varies among the implementing partners, with Chambers of Tradesmen and Craftsmen being more motivated to sustain their outreach to small and micro-businesses compared to municipalities. Knowledge sharing has effectively reinforced sustainability efforts, mainly through collaboration between the ILO HQ and the programme team, although limited engagement with Turkish employees has hindered broader awareness.

The programme has successfully extended job placements beyond six months for many beneficiaries despite challenges such as the cost of formality and the political landscape affecting sustainability. Institutional impacts include a mindset shift among implementing partners towards the benefits and value of supporting SuTP specifically. Another potential impact is a broader institutional change through increased social dialogue which addresses the legal barriers to formalisation. Through increased attention to good governance and agenda setting, the programme has lifted the agenda-setting concerning SuTP and formalisation within SSI. This collaboration with SSI shows the potential institutional impact that is important to pursue as part of Phase III.



## Conclusions

The programme was a highly relevant and timely initiative that successfully addressed the needs of SuTP and employers through its flexible and adaptive implementation. The programme met or exceeded most targets despite initial constraints and a challenging economic context, including high inflation. Nevertheless, the achievement of impact and sustainability is constrained by the interplay of existing legal restrictions and changes, including the refugee's evolving legal status and changes in the minimum wage, and the limited systemic approaches and consideration of good governance in the design phase. Furthermore, the programme's impact has been constrained by the absence of a policy environment conducive to decent work and a limited use of social dialogue practices. The programme team is well-positioned to enhance the impact and sustainability of the programme throughout Phase III due to the strong implementation phase, which has begun to focus on governance more through social dialogue.

## Recommendations

Based on the findings and the conclusions, the evaluation team proposes the following recommendations:

- **Recommendation 1:** Ensure and continue constituents' active engagement in the programme's implementation, monitoring, and decision-making through technical cooperation.
  - a. Enhance the role of social partners in the design, monitoring and steering of the programme.
  - b. Encourage the creation of national-level technical working groups to address policy gaps and needs related to programme objectives.
  - c. Delegate programme responsibilities to constituents where possible.
- **Recommendation 2:** Add specific focus to the engagement, capacity, and priorities of trade unions and employer organisations.
  - a. Work with ILO MIGRANT to identify best practices for promoting migrant worker rights by trade unions.
  - b. Work with ILO ACTRAV and ACTEMP to identify the best practices in addressing the needs of workers and employers in Türkiye.
  - c. Strengthen trade unions' capacity to advocate for decent work.
  - d. Raise awareness among SuTP about joining trade unions.
- **Recommendation 3:** Enhance the project's monitoring tools to assess the programme's quality and qualitative outcomes.
  - a. Prepare guidelines and standards on quality training programmes and their monitoring.
  - b. Develop qualitative indicators to report on the quality of WBL.
- **Recommendation 4:** Continue analysing and enhancing focus on the needs of women with regard to formalisation and decent work.
  - a. Research specific challenges women (incl. women from marginalised backgrounds) face in formalisation and decent work by sector and education level.
  - b. Assess barriers employers face in providing women equal opportunities and formal contracts through analysis and surveying them.
- **Recommendation 5:** Continue providing (long-term) support to Türkiye to create decent, formal work opportunities for all its citizens and residents.

- a. Assess legal and policy gaps in decent work and support the government in addressing them through social dialogue.
  - b. Identify enforcement gaps in employment laws and further support or cooperate with other projects that can support capacity-building for key institutions like labour inspection, social security institutions or public employment agencies.
  - c. Raise awareness among employers, employees, and job seekers about the benefits of formal employment, decent work, and employee rights.
  - d. Facilitate peer-learning with countries that are successfully integrating Syrian refugees into national employment systems.
- **Recommendation 6:** Cooperate with relevant ministries to address specific legal restrictions that hinder the long-term formalisation of SuTP in employment or business.
- a. Assess the interest of the constituents to create a working group and encourage them to work together with ministries to compare legislation against the programme findings and identify gaps and discrepancies on SuTP's temporary status and market integration.
  - b. Conduct peer-learning with other countries that have found effective solutions for the integration of Syrian refugees in national employment systems.
  - c. Advocate for legislative changes to promote long-term legal solutions for SuTP's integration.

# 1 Background

## 1.1 Programme context

1. Despite ongoing economic growth, the Turkish economy faces the dual challenges of high informality and unemployment, which more significantly affect women and vulnerable groups. These two issues are often intertwined, as the informal economy absorbs unemployment during economic downturns, thus perpetuating the problem. These two issues are further exacerbated for refugees in Türkiye.
2. At the beginning of the programme, Türkiye accommodated 3.6 million registered refugees from Syria fleeing conflict and persecution.<sup>3</sup> At the time of this report, their numbers decreased to 3.1 million. The outlook is complicated for Türkiye's Syrian refugee population, with approximately 1 million estimated to work informally without legal protections and rights, and 45% are under temporary protection and living below the poverty line.<sup>4</sup> This population's vulnerability is further compounded by its challenges in accessing formal employment, including language barriers, bureaucracy in applying for work permits, discrimination, lack of familiarity with formal employment's benefits and the registration process for self-employment/opening a business.<sup>5</sup>
3. Overall, informal employment in Türkiye is on the decline. However, it still comprises 29% of total employment among workers aged 15 and above. Informal work disadvantages workers by lacking the security and protection of formal employment, often resulting in lower wages and increased exploitation.<sup>6</sup> Moreover, it obstructs the development of the public sector by diverting funds from the state. Concerns have arisen in Türkiye that, despite a decrease in informality, the persistent gender gap persists, with more women engaged in informal employment than men.<sup>7</sup>
4. High unemployment rates have also been persistent in the country's economy, and women's labour force participation is especially low (35.1% in 2022, compared to the OECD average of 56.4%).<sup>8</sup> Additionally, youth unemployment has also been consistently high, reaching 17.8%, and importantly, 32% for women, in November 2022.<sup>9</sup>
5. Difficulties in accessing formal employment are particularly acute for vulnerable groups, including single-income households, those with poorer command of Turkish and/or lower education levels and women, underlining the intersectoral nature of vulnerable groups living in Türkiye.<sup>10</sup> The majority of SuTP reside in southeastern Türkiye and larger cities such as İstanbul, Bursa, İzmir and

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<sup>3</sup> United Nations High Commissioner for Refugees. "Refugees and Asylum Seekers in Turkey. Available [here](#)

<sup>4</sup> UNHCR Turkey, February 2021. 3RP Country Chapter -2021/2022. Available [here](#).

<sup>5</sup> DRC, Government of Denmark, August 2021. Syrian refugees' perceptions of the (formal) labour market in Southeast Turkey. Available [here](#).

<sup>6</sup> Duman, Anil; Duman, Alper (2021) : The More the Gloomier: development of informal employment and its effect on wages in Turkey, GLO Discussion Paper, No. 870, Global Labor Organization (GLO)

<sup>7</sup> WorldBank, 2019. Jos Diagnostic Turkey. Available [here](#)

<sup>8</sup> OECD. "OECD Statistics. "Labour force participation rate, by sex and age group" Available [here](#)

<sup>9</sup> OECD. "Labour markets, education systems and migration policies." OECD Available [here](#) 1

<sup>10</sup> IFRC, Turkish Red Crescent, June 2021. Intersectoral Vulnerability Survey: The Vulnerability Conditions of Refugees in Turkey. Available [here](#).

Konya. They often live in host communities that face similar needs and challenges, including those related to rising living costs.<sup>11</sup>

6. Further political impediments to formal employment have emerged since the start of the programme. In 2021, an address verification process was introduced to monitor the residence of SuTP more tightly. This resulted in an initial deactivation of status for around 600,000 SuTP. 160,000 have since been reactivated.<sup>12</sup> In 2022, Türkiye adopted a stricter approach towards persons under temporary protection in reaction to changes in the public sentiment concerning the refugee population. Application registrations were suspended in nearly 1,200 neighbourhoods with comparatively high rates of foreigners.<sup>13</sup>
7. Lastly, although the programme has been timely in addressing ongoing difficulties with the employment of Syrian refugees in temporary protection and Turkish citizens, with special attention given to women and youth, multiple economic shocks occurred even during the implementation time. Social and economic circumstances have compounded challenges in accessing the formal labour market. COVID-19 worsened the employment outlooks for target beneficiaries, particularly young women and persons with disabilities.<sup>14</sup> The high inflation rates and the devaluing of the Turkish Lira have affected household incomes, disproportionately impacting smaller and micro-enterprises.<sup>15</sup>

## 1.2 Programme Objectives

8. The “**Promoting Decent Work for Syrians Under Temporary Protection and Turkish Citizens**” Programme is implemented by the International Labour Organization (ILO) as part of its Refugee Response Programme. The programme seeks to improve access to the formal labour market and enhance skills for some of the most vulnerable people in the country. It also aims to develop decent working conditions based on the premise that formal employment supports decent work, social dialogue, and poverty reduction. The donor is Germany through the KfW Development Bank (Kreditanstalt für Wiederaufbau).
9. The programme’s overarching objective is to increase the number of Syrians under Temporary Protection (SuTP) and Turkish Citizens (TC) working under decent conditions in Türkiye. To achieve this, the programme set specific objectives. The objectives include enhancing the skill sets of SuTP and TC for participation in the formal labour market, promoting the formalisation of micro-enterprises by Syrian and Turkish tradespersons, and incentivising employers to hire SuTP and TC formally, thus supporting formal job creation.
10. These objectives translate into the key components of actions, encompassing the Work-Based Learning Programme (WBL), or as it is known by the Turkish acronym ISMEP; the Information

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<sup>11</sup> UNHCR Turkey, March 2023. 3RP Country Chapter – 2023-2025. Available [here](#).

<sup>12</sup> UNHCR Turkey, March 2023. 3RP Country Chapter – 2023-2025. Available [here](#).

<sup>13</sup> UNHCR Turkey, March 2023. 3RP Country Chapter – 2023-2025. Available [here](#).

<sup>14</sup> ILO, Youth Employment in Times of COVID, 21 January 2022, Available [here](#); ILO, Research Brief, The Impact of the Pandemic on Employment in Turkey: What would have happened without COVID-19? December 2020, Available [here](#)

<sup>15</sup> UNHCR, Turkey: Inter-Agency Protection Sector Needs Assessment Analysis Round 4, June 2021, Available [here](#).

Centres (BILMERS); and the Transition to Formality Programme “Social Security Support” (KIGEP) and their activities.

11. The initiative operates through three components across 18 Turkish provinces:
  - (1) Work-Based Learning (WBL) or (ISMEP ) financially supporting SuTP and TC’s access to trainings and skills upgrades.
  - (2) Information Centres (BILMERS) provide information on labour formalisation procedures for informal workers, job seekers, and micro, small, and medium enterprises (MSMEs).
  - (3) Transition to Formality (KIGEP) financially incentivising Turkish employers to hire SuTP and TC.
  
12. These activities aim to yield substantial outputs, such as improving the qualifications of SuTP and TC for the formal labour market (Output A), strengthening representational bodies for micro-enterprises and the formalisation of micro-enterprises and the workplaces that they provide (Output B), and facilitating a transition to labour formality for SuTP and TC (Output C).

## 2 Purpose, objectives, and scope of the evaluation

### 2.1 Evaluation criteria and questions

13. The **evaluation aims** to analyse the programme intervention and provide insight into its implementation. Its goal is to assess programme activities and achievements of the stated outcomes and, if present, identify unexpected outcomes. It will analyse factors contributing to or hindering the programme's success. The evaluation will provide recommendations to promote sustainability, support the development of programme outcomes, and identify lessons learned and good practices to inform stakeholders.
14. The **scope of the evaluation** includes Phases I and II, which have three components. It covers the implementation period from August 2018 until the time of the evaluation (foreseen to end September 2024). The evaluation study will focus on five provinces in more depth among the 18 provinces in Türkiye where activities have been implemented. The evaluation will be conducted in accordance with the OECD/DAC evaluation criteria and the ILO Evaluation Policy (2017) and include an overall analysis of cross-cutting policy issues related to gender equality, disability inclusion, tripartism, social dialogue, international labour standards, and transition to environmentally sustainable economies.
15. **Clients** of the evaluation are ILO's constituents: national and state-level government institutions, workers and employers' organisations, and representative bodies of micro-enterprises. The evaluation findings are also of relevance for ILO's management and its technical departments,<sup>16</sup> the ILO Regional Office for Europe and Central Asia and the ILO Office in Türkiye. Lastly, it is meant to inform KfW.

### 2.2 Methodology of the evaluation

16. The evaluation used a **theory-based approach** to explore the intervention and establish whether it has succeeded in each step of its causal chain to produce the expected effects. The study's main objective is to test how closely the actions implemented have led to the delivery of the expected outputs, outcomes, and impacts.
17. For this evaluation, the evaluation team used a **mixed-methods data collection and analysis approach**, including interviews, surveys, focus group discussions and reviewing background information and programme documentation (e.g., objectives and outputs met). These methodologies support the triangulation of findings.
18. The interview programme included **representation of ILO constituents and internal stakeholders**, including programme staff and the donor, as well as Focus Group Discussions (FGD) with Syrian and Turkish nationals to understand their needs. The interview programme covered a variety of regions, as seen below. Overall, **49 interviews** were conducted, and **10 FGDs** were held. The core evaluation team piloted the FGDs during its field visit.

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<sup>16</sup> MIGRANT; ACTRAV; ACT/EMP; SKILLS; CEPOL; SOCPRO

Table 1. INTERVIEW PROGRAMME

NATIONAL-LEVEL INTERVIEWS	
ILO staff (8) Donor (2) Development partners (2)	Government partners (2) Trade union (1) Employers' representative (1)
PROVINCIAL INTERVIEWS & FOCUS GROUP DISCUSSIONS	
<b>ANKARA</b>	Implementing partners' staff (6) Employer (1) FGDs (2)
<b>ADANA</b>	Implementing partners' staff (3) Employers (3) FGDs (2)
<b>GAZIANTEP</b>	Implementing partners' staff (2) Employers (3) FGDs (2)
<b>ISTANBUL</b>	Implementing partners' staff (2) Employers (3) FGDs (2)
<b>KONYA</b>	Implementing partner' staff (1) Employers (3) Union (1) FGDs (2)
<b>Remote provincial interviews</b>	Implementing partners (5) from Bursa, Şanlıurfa, Mersin, Hatay

19. The survey was designed to reach employers and programme beneficiaries. Field experts of the evaluation team asked the implementing partners (IPs) to support its dissemination. The survey was open from May 30th until June 20th, 2024. Overall, 467 responses were recorded (see below characteristics), and the completion rate of the survey was 54%.

Table 2. SURVEY RESPONDENTS' CHARACTERISTICS

CATEGORY	NUMBER	PERCENTAGE
<b>Gender</b>		
Women	146	31.3%
Men	320	68.5%
Prefer not to say	1	0.2%
<b>Employees</b>	<b>144</b>	<b>31% (of total)</b>
Syrian (Nationality)	78	54%
Turkish (Nationality)	66	46%
<b>Employers or business owners</b>	<b>323</b>	<b>69% (of total)</b>
Turkish (Nationality)	246	76%
Syrian (Nationality)	72	22%
Other (Nationality)	5	2%
<b>Total</b>	<b>467</b>	<b>100%</b>

20. Among employees, the beneficiaries of ISMEP and BILMER were balanced; 43% participated in the former and 35% in the latter. Most of the survey respondents resided in Istanbul (64%). Specific questions for KIGEP employees were not included since the employees have limited knowledge or experiences relevant to the evaluation. However, employers of all three components were surveyed.



## 3 Evaluation Findings

### 3.1 Relevance & Coherence

21. This section will address beneficiaries, including Syrian and Turkish employees, employers, and business owners. The first part highlights the programme's strong relevance to the needs of SuTP employees, employers, and business owners. It also shows satisfactory alignment with the needs of Turkish citizens, who face fewer barriers to formal employment. The final part demonstrates that the programme is coherent with ILO and other international development initiatives and aligns well with national frameworks.

3.1.1 How well do the programme's objectives align with the employment needs of SuTP and Turkish citizens?

3.1.1.1 *How well do the programme's objectives align with the employment needs of Syrians under Temporary Protection?*

22. **Based on the needs observed throughout the field research, the programme, particularly BILMER, touches on several critical aspects of SuTP's employment needs. These needs include access to information on and support throughout formality processes and increasing employers' willingness to formalise SuTP employment.**

23. **Prior to the programme, access to information on formalisation was limited**, especially for SuTP, who were often unaware of formal employment requirements and procedures. The BILMER component provided needed technical and administrative support by acting as an intermediary between the beneficiaries and authorities.<sup>17</sup> As stated by an implementing partner, "*BILMER is the first programme that directly supports the registration processes and licensing of tradesmen and craftsmen*".

24. Some BILMERs became a resource for authorities, including the police. BILMERs were another instance of support for addressing informality. Rather than only administering fines for informal employment, authorities could connect workers without permits to BILMERs for support. BILMERs also offered support services, including language assistance and facilitated discussions between employers and employees.<sup>18</sup>

25. A third need was to encourage employers to hire SuTP formally. Employers stated the SuTP are less reliable for them as employees as they more frequently leave their employment. The programme reduced this mistrust by providing referrals of job-seekers through BILMER and ISMEP and acting as an intermediary instance between employers and employees.<sup>19</sup>

26. **However, two legal barriers for SuTP to gain and maintain formal employment persisted throughout the programme and reduced the relevance for SuTP.** One barrier was the restriction for SuTP to work outside the province or district where they are registered.<sup>20</sup> The other is that the provided work permit only lasts one year, leading to continuous administrative barriers for SuTP

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<sup>17</sup> Interviews with implementing partners

<sup>18</sup> Interviews with implementing partners, FGD with beneficiaries

<sup>19</sup> Interviews with implementing partners

<sup>20</sup> FGD with beneficiaries

and diminished relevance for SuTP to work formally.<sup>21</sup> The programme team is working to better address these legal barriers that restrict SuTP's ability to gain formal employment. However, these concerns were not directly included in the programme objectives and activities at the start.

27. The willingness of SuTP to work formally was also, to some extent, **impeded by the loss of monthly cash assistance, the Emergency Social Safety Net (ESSN), and the diminished prospect of becoming a citizen.**<sup>22</sup> The ESSN is provided through the Red Crescent, which would occur if a SuTP enters into formal employment, and it is calculated based on the size of the family.<sup>23</sup> All cash assistance is removed if a household member works formally. This comparative reduction of income was raised as a potential reason why some SuTP did not prefer formal work since formality could result in reduced family income.
28. The KIGEP survey conducted by the ILO found that only 9% said they would prefer ESSN assistance over formal employment.<sup>24</sup> However, this was an issue frequently raised during FGDs with the evaluation team.<sup>25</sup> Other beneficiaries mentioned that, due to government changes, the prospect of becoming a Turkish citizen was less likely, so they saw fewer reasons to work formally since they did not believe this would support their path to citizenship.<sup>26</sup>
29. **For Syrian women, additional cultural and structural barriers to both obtaining and maintaining employment limited the programme's relevance for this group.** These barriers were highlighted as part of the FGDs conducted by the ILO programme and evaluation teams. Barriers that limit entering the workforce include women's own communities discouraging women from working and domestic duties, including maintaining the household and childcare. According to the evaluation survey, 37% of SuTP women indicated that childcare was an obstacle to working formally.<sup>27</sup> Limits to maintaining employment include gender-based discrimination and harassment in the workplace.<sup>28</sup>

### *3.1.1.2 How well do the programme's objectives align with the employment needs of Turkish Citizens?*

30. **The programme objective is broadly relevant for TC, particularly as the cost of formalisation rose throughout the implementation and employers were reluctant to hire formally. Needs among TC women and PWD, in particular, were well aligned**<sup>29</sup>
31. Informality is a major issue affecting the entire labour market. In 2022, the share of unregistered employment was 26.8%, well above the OECD and EU averages.<sup>30</sup> However, the initial programme document did not specifically establish the relevance of TC's needs within informality.

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<sup>21</sup> FGD with beneficiaries

<sup>22</sup> FGD with beneficiaries

<sup>23</sup> IFRC, "Emergency Social Safety Net (ESSN)" [Accessible here](#)

<sup>24</sup> ILO survey of KIGEP results

<sup>25</sup> FGD with beneficiaries

<sup>26</sup> FGDs with beneficiaries and interviews with ILO staff

<sup>27</sup> Evaluation survey of beneficiaries

<sup>28</sup> ILO's FGD with women, FGDs with beneficiaries

<sup>29</sup> FGDs with beneficiaries

<sup>30</sup> Communication from the Commission, "Türkiye 2023 Report," 2023. [Accessible here](#)

32. The evaluation team noted the relevance of ISMEP for Turkish women and people with disabilities through FGDs, which ensured that disadvantaged groups are encouraged and supported to enhance employability through skills learning. The training and experiences through ISMEP were empowering for these two beneficiary groups. The additional financial incentive for children provided additional support for the women.<sup>31</sup>

33. BILMER targeted TC employees and job seekers less directly since their needs did not include the need for work permits or to address language barriers with authorities. Some also noted that the impact on their current jobs was limited, although it contributed to their overall skill development.<sup>32</sup>

3.1.2 How well do the programme's objectives align with the needs of employers and business owners?

**34. The programme successfully addressed employers' needs by focusing on labour shortages and administrative challenges, ensuring relevance and participation through all the components.**

35. The needs of the employers were identified through a preliminary study during the design phase, which noted the labour shortage of skilled workers, particularly in the industrial sector.<sup>33</sup> The programme team's aim with the study was to "depart from the real-time workforce needs of the employers in the programme provinces."<sup>34</sup> Basing the ISMEP component around the employer's needs ensured relevance for this beneficiary group. Further, ISMEP and BILMER were successfully used as referral services, therefore directly addressing this gap faced by employers.

**36. KIGEP was raised as an important incentive to address the cost of hiring formally, which was a central barrier for most employers.** Many employers raised this as a critical component for participating in the programme.<sup>35</sup> While **BILMER was particularly important in completing permits and registrations.**<sup>36</sup> According to the survey conducted by the evaluation team, 63% of business owners and employers stated they used BILMER for this service.<sup>37</sup>

**37. SuTP employer and business owners' needs were well aligned** with the programme, particularly the BILMER component, which had large administrative needs that could not be met without BILMER's consultations on top of language barriers.<sup>38</sup>

3.1.3 How well is the programme aligned with other initiatives in the country?

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<sup>31</sup> FGDs with beneficiaries

<sup>32</sup> FGDs with beneficiaries

<sup>33</sup> Interview with ILO staff

<sup>34</sup> Interview with ILO staff

<sup>35</sup> Interviews with employers

<sup>36</sup> Interview with stakeholders

<sup>37</sup> Survey by the evaluation

<sup>38</sup> FGDs with beneficiaries

3.1.3.1 *How well is the programme aligned with other ILO interventions in the country (incl. ILO's Programme of Support for the Response to the Refugees in Türkiye)?*

38. **The programme is part of the ILO's Refugee Response, which supports its integration into a holistic plan by the ILO and rests on tackling the root causes of informality for Syrian refugees in Türkiye.**<sup>39</sup>

39. The programme builds on lessons learned from the ILO Response Programme,<sup>40</sup> which builds on three pillars that align with the programme's objectives.

Pillar 1. Improve skills and employability → Component A: Build the skills of beneficiaries for SuTP and TC to participate in the formal labour market.

Pillar 2. Support job creation and entrepreneurship opportunities → Component B: Promote formalisation of micro-enterprises of Syrian and Turkish tradespersons and crafts persons and their employees.

Pillar 3. Labour market governance and compliance → Component C: Provide incentives to employers to hire SuTP and TC formally and support formal job creation.

40. The two first pillars and components that address skills and support job creation are particularly strongly connected. However, the extent to which governance is included in the last component is limited. The absence of a strong governance component limits the programme's alignment with the overall ILO mandate.<sup>41</sup>

41. The **ILO's Transition from the Informal to the Formal Economy Recommendation, 2015** (No. 204), focuses on the informal economy and is a guiding document highlighting the large informality sector, which connects to TC and SuTP needs.

42. The programme targets' three objectives are also aligned with **Para 18 in ILO's Guiding Principles on the access of refugees and other forcibly displaced persons to the labour market** regarding measures for employment strategies, as the principle raises vocational training with an on-the-job component and transitions to formal employment.<sup>42</sup>

43. The programme is one of two ongoing projects within the ILO Refugee Response Programme. The other is **"Supporting Resilience and Social Cohesion with Decent Livelihood Opportunities,"** which is funded by the US Department of State. Both projects have similar objectives in that they address employability and formal job opportunities and are aligned with the overall ILO strategy. Coherence between the project and ILO KfW programme is assured through close coordination and collaboration on the KIGEP component.<sup>43</sup>

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<sup>39</sup> Programme Document Phase I & II

<sup>40</sup> ILO, "Lessons Learned of ILO's Refugee Response Programme in Turkey: Supporting Livelihoods Opportunities for Refugees and Host Communities'", [Accessible here](#)

<sup>41</sup> Interview with ILO staff

<sup>42</sup> ILO "Guiding principles on the access of refugees and other forcibly displaced persons to the labour market," 2016. [Accessible here](#)

<sup>43</sup> Interview with ILO staff

*3.1.3.2 How well is the programme aligned with other international development initiatives (including the UN Regional Refugee and Resilience Programme (3RP) and the UN Development Cooperation Strategy (UNDCS))?*

44. The programme is guided by two overarching UN frameworks: 3RP and the United Nations Sustainable Development Cooperation Framework (UNSDCF). Due to these two frameworks existing in the country, the programme has to report to both.<sup>44</sup> **Overall, the programme is well-aligned with the international development frameworks.**
45. **The 3RP** establishes a strategic partnership mechanism involving governments, donors, UN agencies, and NGOs. In Türkiye, the 3RP chapter focuses on improving access to livelihood opportunities and decent work for refugees and host communities while supporting the capacity building of national systems. The ILO’s Refugee Response Programme in Türkiye operates within this 3RP framework.<sup>45</sup>
46. The 3RP emerged as a response by key international organisations to address the needs and protection of refugees following the Syria crisis. To ensure alignment with international development initiatives, 3RP collaborates on an ongoing basis. 3RP works closely with the Turkish employment agency (İŞKUR), a development partner for the programme, and integrates with the KIGEP component.<sup>46</sup> However, as the needs of SuTP have evolved since the start of the 3RP the relevance of this framework is diminishing for the programme, which now sees the 3RP as primarily a reporting instance.<sup>47</sup>
47. The 2020 Annual Programme Report highlights that the programme team actively participates in the 3RP Syria Task Force (STF) and various 3RP sectoral working groups, including the Livelihoods Working Group.<sup>48</sup>
48. The UNSDCF is managed through the Results Groups and ILO is leading the Result Group 4 on “Competitive Production, Productivity and Decent Work for All”. Most of the activities within the programme fall in the mandate of the Result Group 4, focusing on productivity, competitiveness and decent work.<sup>49</sup> This framework covers labour market policies for all of society and, therefore, includes all beneficiary types, including TC.

*3.1.3.3 How well is the programme aligned with national development frameworks?*

49. **The programme is aligned with Türkiye’s Development Plan (NDP) regarding employment for vulnerable populations and support and incentives for people under temporary protection.** The Eleventh Development Plan of Türkiye, Pillar 3, “Qualified People, Strong Society”, states that the overall objective is “to provide decent work opportunities to all segments of the society and to increase the employment of groups requiring special policies, especially women and young

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<sup>44</sup> Interview with ILO staff

<sup>45</sup> Annual Programme Report 2020

<sup>46</sup> 3RP Türkiye Country Chapter 2023-2025. [Accessible here](#)

<sup>47</sup> Interviews with ILO staff

<sup>48</sup> Annual Programme Report 2020

<sup>49</sup> Interview with ILO staff

people.” The 11<sup>th</sup> DP also raises the need to support those under temporary protection through vocational guidance for employment and incentive programmes for unemployed people.<sup>50</sup>

50. However, policy changes, administrative complexities, and movement restrictions affecting SuTP undermine the NDP and national frameworks,<sup>51</sup> which further limits the alignment of national efforts and the programme. This is not a programme limitation in terms of relevance.

## 3.2 Validity of Programme Design

51. The section analyses the extent to which the initial vision addressed the ground realities to achieve the set goals and included the relevant key stakeholders. It also examines whether the ILO’s strategic areas, such as social dialogue and gender equality, were adequately addressed.

3.2.1 To what extent was the programme internally logical?

*3.2.1.1 Are the programme activities and outputs causally linked to the expected outcomes and impact? If so, how?*

52. The design of the programme activities and components was informed by ILO’s and other development organisations’ lessons learned from previous similar projects, ILO’s accumulated expertise in labour integration and initial industry research. During the implementation phase, adoptions to a few component aspects were made, including outreach activities to engage with people with disabilities, incentives for the inclusion of women in ISMEP and a quota for women for KIGEP.

53. ISMEP and BILMER components had pilot testing,<sup>52</sup> whereas the KIGEP component benefited from the lessons learned of the US PRM-funded programme implemented in parallel.<sup>53</sup>

54. **The activities were closely aligned with the anticipated outcomes of the ISMEP component.** To ensure that students acquire the skills necessary for employment, the design did an industry analysis and considered the needs of employers. For example, they were involved in the design process and were given flexibility in promoting their own work-based learning programs. One design flaw is the lack of quality indicators for the training component.

55. **The activities proposed under the BILMER component were found to be sufficient to facilitate progress towards the objective of strengthening public services to assist beneficiaries** in accessing the formal labour market or registration. The centres provided advice, referrals, and training opportunities for job seekers. They were designed to serve as important platforms for raising awareness about labour law and conditions.

56. **The KIGEP component directly promotes formal work for SuTP and TC by providing fully subsidised social security benefits and work permits for SuTP.** Incentives were provided to employers to encourage them to formalise their operations. It was recognised that the primary obstacle to formalisation for employers is the lack of financial resources or knowledge regarding

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<sup>50</sup> Eleventh Development Plan (2019-2023)

<sup>51</sup> Syrian Refugees in Turkey: Legal Frameworks and Recent Developments. [Accessible here](#)

<sup>52</sup> Annual Programme Reports 2020, 2021, 2022 & 2023

<sup>53</sup> Programme Document Phase I & II

the work permit process, administrative procedures, and the availability of a suitable workforce. The duration of the support was refined and proved to be an appropriate length.<sup>54</sup>

*“I want to emphasise that this programme is very well-thought-out, planned around the current issues in the field, and includes all relevant stakeholders.”*

*“With the current economic crisis in Türkiye, subsidising work permit fees, transportation, and other incentives is the only way to provide job opportunities for refugees. Without these subsidies, it will be very difficult to include refugees in the labour market.”<sup>55</sup>*

57. However, **a gap between the outcomes and the expected impact is observed**. This gap in the design is caused by two aspects:

- Firstly, some external factors (mostly legal restrictions) seriously hinder the programme’s results in supporting the formal status of SuTP. This is detailed in the section 3.3.2.3.
- Secondly, there is a gap between the formalisation of employment (outcome) and the promotion of decent work and social cohesion (impact); as the first does not lead to the second automatically. Additional activities that could have been included to strengthen the connection are: promoting labour standards, raising awareness among employers about the rights of workers, and advocating for policies that advance these goals.

### *3.2.1.2 Do all the programme components support each other, and the overarching objective?*

58. The overarching objective is to **foster a culture of formality, advance towards decent work conditions, and enhance social cohesion**. The design was suitable for promoting the culture of formality to a certain extent through each component.

59. **The individual components were mutually reinforcing**. BILMERs served as referrals to other services offered by KIGEP and ISMEP. Additionally, BILMER offices were established in the shared premises of ISMEP projects (when possible).<sup>56</sup> A quota in KIGEP was introduced to support enterprises that visited BILMERs, and BILMERs promoted the payment of social security premiums to formalised workers.<sup>57</sup>

60. However, the **outreach strategy was somewhat limited in scope, relying primarily on BILMER offices**. Despite the efficacy of these offices in targeting the right recipients (see Figure 1), there remained a need for more comprehensive support to promote wider outreach and the identification of the most relevant beneficiaries (including women and people with disabilities (PWD)). This finding is promoted by the fact that at the beginning, much of the targeting was done by employers without the employees being aware of the ILO KfW programme.<sup>58</sup>

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<sup>54</sup> ILO survey of KIGEP results

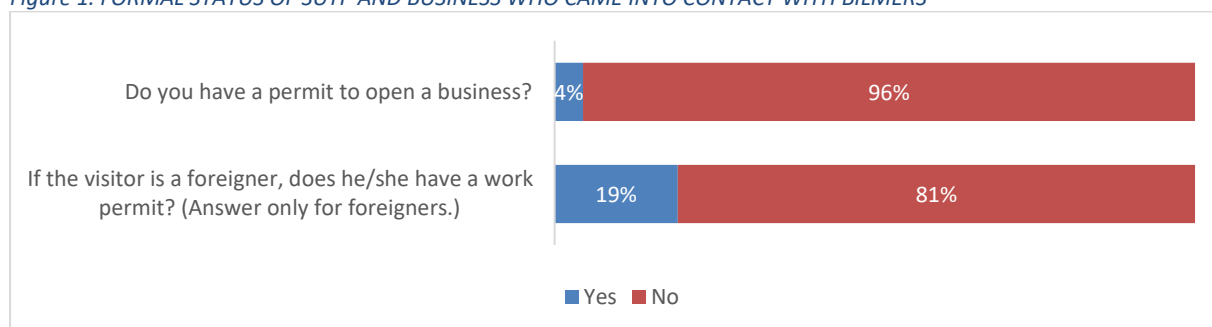
<sup>55</sup> Interviews with implementing partners and development partners

<sup>56</sup> Annual Programme Report 2022

<sup>57</sup> Annual Programme Report 2021

<sup>58</sup> Interview and FGDs

Figure 1. FORMAL STATUS OF SUTP AND BUSINESS WHO CAME INTO CONTACT WITH BILMERS



Source: own calculation, based on BILMER database provided by programme team to the evaluation team

### 3.2.2 To what extent did the programme include stakeholders in its design and activities?

#### 61. **Businesses and governments were more involved in the design process than workers, who were informed but less included. Employer organisations were also less involved.**

62. Employers and businesses were consulted during the design; however, the representatives of business organisations and chambers were given more weight as they were included in the implementation. The Confederation of Turkish Tradesmen and Craftsmen (TESK), and its local bodies (ESOBs) primarily represent the business interests of its members, which are micro-enterprises and artisans. They were crucial for the implementation of activities. The Turkish Confederation of Employers' Associations (TISK), representing employers' interests, was informed about the activities but was not intensely involved in the design and the implementation.<sup>59</sup>

63. Most government counterparts were closely involved and able to influence the programme design. DGoILF from Ministry of Labour and Social Security, SSI were involved in the design of the incentive schemes.<sup>60</sup> The Turkish Public Employment Service (ISKUR) was not ultimately involved due to differences in its approach to trainings. The Ministry of Education was not involved at all, whereas the Presidency of Migration Management (PMM) was not involved in the design phase but was later invited to participate in the Advisory Board Meetings (which followed the PSC).

64. Workers' representatives - HAK-IŞ and TÜRK-IŞ - were informed about the activities,<sup>61</sup> but they were not able to influence the design. They were invited to the Advisory Board later, where they could offer suggestions.<sup>62</sup> Overall, the design represented the needs of workers less.

65. Beneficiaries were not involved in the design, the programme document proposed that their needs will be met through the internal knowledge of ILO.<sup>63</sup> Furthermore, the PSC or the Advisory Board did not include beneficiaries. However, during implementation, several surveys, FGDs and an ongoing study have been done to understand the needs of beneficiaries.

<sup>59</sup> Interviews with constituents and ILO staff

<sup>60</sup> Programme Document Phase I & II

<sup>61</sup> Programme Document Phase I & II

<sup>62</sup> Interviews with constituents and ILO staff

<sup>63</sup> Programme Document Phase I & II



3.2.3 How have ILO's cross-cutting concerns been integrated into the programme design?

66. **Some of the fundamental values of ILO – including social dialogue and the promotion of ILS – were only partially integrated into the design.**

67. Programme documentation refers to the PSC (later Advisory Board) as a vehicle for the promotion of **social dialogue**. However, since no specific advocacy measures were initially included, the PSC's role to achieve this priority was limited.

68. The **International Labour Standards (ILS)** considered in the design is a recommendation of "*Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204)*" that analyses how transition to formalisation can promote decent work. The activities also broadly align with Convention No. 111 to fight discrimination at work – which is a Fundamental Right to Work. As per the programme document, "ILO's regular supervisory process" will aim to follow up and inspect the implementation of relevant conventions that have been already ratified by Türkiye;<sup>64</sup> but there was no indication that the programme aimed to actively promote ILS.

69. As per the programme document, assessing **gender** needs and formulating incentives for inclusion would be done during the implementation. The quota for ISMEP was added, but there was no preliminary gender streamlining in the design and women's representatives were not consulted. As analysed in 3.3.2.4, this introduced initial difficulties in meeting quotas for women, as there were some instances of employers' labour needs being incompatible with women's inclusion.

70. Regarding other relevant cross-cutting priorities, the programme has been aligned with **social inclusion**. Although the programme document does not detail an inclusion strategy, PWDs were introduced for the ISMEP component. There is no indication that the programme aimed to align its activities with **environmental sustainability**.

### 3.3 Effectiveness

71. The section on effectiveness is concerned with the short- and medium-term results of the programme, with a particular focus on whether targets have been met. A brief section is also devoted to an analysis of the external and internal factors and their effect on the implementation.

3.3.1 To what extent did the programme achieve its targets and outputs?

72. The programme achieved its planned output targets for Phase I and II in almost all cases (see Table 3). Most components, but especially KIGEP, significantly overachieved their output targets. Only one target was not met, which was to install at least 10 BILMER

73. information centres. However, in 2024, there have been ongoing negotiations to open two new centres.<sup>65</sup>

74. **No targets were set to measure how inclusive the programme has been, but there was an increase in the performance on reaching quotas.** By 2023, the quota for women (30%) for KIGEP

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<sup>64</sup> Programme Document Phase I & II

<sup>65</sup> Monthly Report February & March, 2024

had not been met, as it remained at approximately 17%. However, it was surpassed for the ISMEP component, reaching 40.5%.<sup>66</sup> Some initial difficulties with meeting quotas were addressed by inclusionary practices analysed in 3.3.2.4.

75. The quota for PWD (5%) was met in ISMEP. Quotas for StuP (50%) were met throughout the programme in all components.

Table 3. ACHIEVEMENT OF TARGETS

COMPONENT	Component 1: SuTP and Turkish Citizens (TC) are qualified to participate in the formal labour market		Component 2: Turkish public employment services are strengthened to support SuTP and disadvantaged TC to access the formal sector employment			Component 3: Transition to formality is facilitated for SuTP and TC	
	<i>Nr. of SuTP and TC who successfully participated in the targeted on-the-job trainings.</i>	<i>Nr. of SuTP and TC who continue in formal employment after successfully completing the WBL programme</i>	<i>Nr. of Information Centres equipped and well-functioning.</i>	<i>Nr. of SuTP and TC and MSMSE owners reached and consulted through newly established Information Centres</i>	<i>Nr. of SuTP and TC Employee reached and consulted through Information Centres</i>	<i>Nr. of Social Security Premiums covered</i>	<i>Nr. of work permits paid for SuTP</i>
Baseline (Before programme start)	0	0	0	0	0	0	0
2019	0	0	0	0	N/A	330	165
2020	49	0	0	0	N/A	4,244	2,028
2021	366	193	4	206	N/A	10,303	5,287
2022	1,271	377	9	6,076		16,962	6,739
2023	2,728	1,225	9	5,702	13,923	20,668	10,808
Target	2,000	1,000	10	2,400	10,000	10,000	5,000
February 2024 status	Phase I & II achieved	Phase I & II achieved	Phase I & II not achieved	Phase I & II achieved	Phase I & II achieved	Phase I & II achieved	Phase I & II achieved

Source: Annual Activity Reports of the Programme between 2019 and 2023, Monthly Report for February 2024

76. There were delays with establishing BILMERS (see Table 3). Most of the BILMERS were set up in the last two years of implementation, which affected the performance of other components in the previous years.

77. In the absence of the BILMERS, KIGEP was the most active component, here, beneficiaries encountered support through their employers – requiring a robust strategy to ensure that the right people, in informal employment or without employment, are targeted. The first KIGEP assessment shows that 85% of people engaged started working formally with the project’s help, out of them, 51% were previously unemployed and 34% worked informally.<sup>67</sup>

<sup>66</sup> Annual Programme Report, 2023

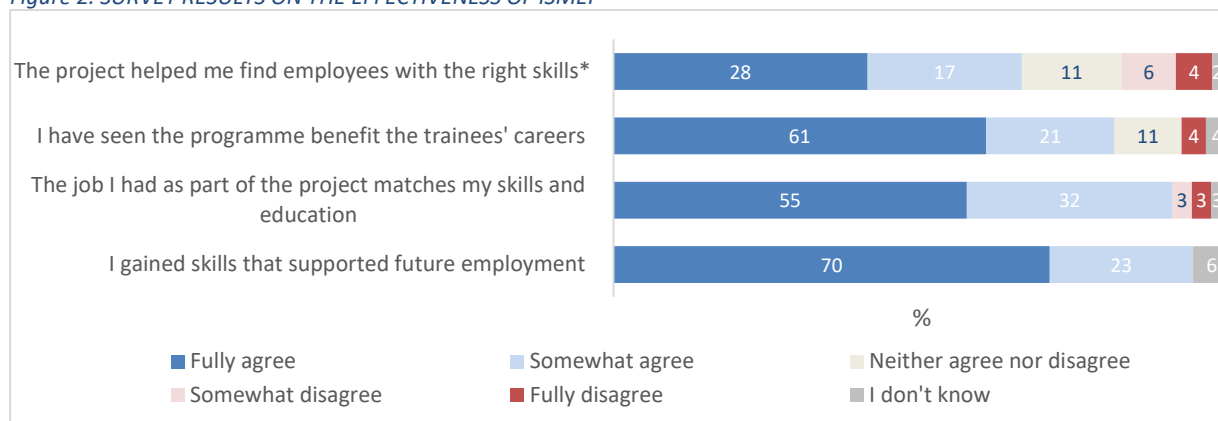
<sup>67</sup> KIGEP Phase I Impact Assessment

### 3.3.2 To what extent have the outcomes been achieved?

#### 3.3.2.1 What progress was achieved to enhance the skills of SuTP and TC for employability?

**78. Progress was made in the objective to enhance the skills of the participants to increase their employability.** The findings of the survey and FGDs indicate that stakeholders benefited from the trainings: they were suitable to enhance skills acquisition and future employment prospects.

Figure 2. SURVEY RESULTS ON THE EFFECTIVENESS OF ISMEP



Source: Evaluation survey conducted with employees (N=62) and employers (N=56 for ISMEP, N=323); Answers to the question: "To what extent do you agree with the following statements?" \* Note that the last question was asked from all employers, not only ISMEP beneficiaries.

**79. Employers' representatives were closely involved as IPs: they proposed training programs on skills needed by their conglomerates.** Consequently, there was a robust and reliable alignment between the trainings and the demands of the labour market, facilitating the promotion of formal employment (see subsequent section). As the programme progressed, some employers were also more likely to hire less skilled trainees than before and promote their skills acquisition.<sup>68</sup>

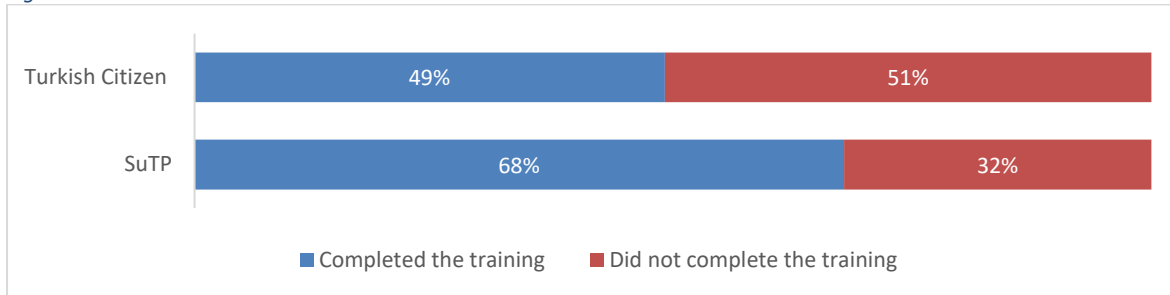
**80. The effectiveness of the component could be increased if the dropout rate during the training was reduced.** 40% of the trainees dropped out before the end according to the programme team's data,<sup>69</sup> and 26% according to the evaluation survey. To promote the completion rate, skills matching could have been improved. For instance, our data shows that there was a portion of employees and employers who were not satisfied with the trainings' relevance (see Figure 2). Additionally, the majority of the dropouts were Turkish (Figure 3),<sup>70</sup> which may be in connection to the fact that the programme activities were a bit less relevant for TC than SuTP (see 3.1.1.2 Error! Reference source not found.).

<sup>68</sup> Interview with employer

<sup>69</sup> ISMEP Database

<sup>70</sup> Monitoring of the WBL Programme: Drop-out Survey Results", Buse Görücü, July 2023 Ankara

Figure 3. PERCENTAGE OF PEOPLE COMPLETING THE ISMEP TRAINING



Source: own calculation, based on ISMEP database provided by the programme team to the evaluation team

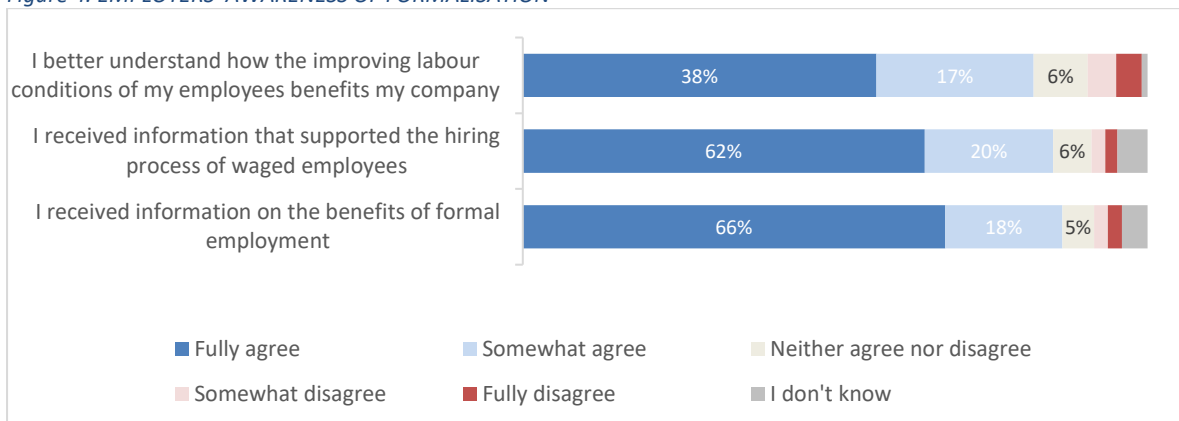
### 3.3.2.2 What progress was achieved to increase awareness of SuTP, TC, and employers regarding formal employment processes?

81. The most notable short-term outcomes of the programme were the increased awareness of employers and employees regarding the procedures and benefits of formal employment – promoted by all components. This was a key finding among the programme’s stakeholders.<sup>71</sup>

82. Employees were informed of the benefits and security that accompany formal employment, the majority (89%) are better informed about their rights and the benefits of formal employment (84%). Some employees said they felt empowered in their interactions with their employers because of this knowledge, and they stressed the importance of the centralised ILO training.<sup>72</sup>

83. The results of the evaluation survey indicate that employers and microenterprises have gained a deeper understanding of the formalisation processes, including their benefits (Figure 4).

Figure 4. EMPLOYERS' AWARENESS OF FORMALISATION



Source: Evaluation survey conducted with employer beneficiaries (N=323). Answers to the question: "To what extent do you agree or disagree with the following statements regarding the communication and information from the programme team?"

84. Furthermore, 16.5% of BILMER beneficiaries were Syrian MSME owners, for whom the informational and referral service provided was crucial for understanding and carrying out the

<sup>71</sup> Interviews with employers, implementing partners & FGDs with beneficiaries

<sup>72</sup> FGDs with beneficiaries

formalisation and registration procedures.<sup>73</sup> One Syrian enterprise owner observed that registration provides a sense of security against discrimination from the host community.<sup>74</sup>

85. Despite these achievements, **the programme could have been more successful in designing a broader outreach and communication strategy leading to wider-spread awareness of the concept of decent work.** The importance of this strategy is evident in the results. For example, it is noticeable that a smaller proportion of employers agreed with the statement that they ‘better understand how improving the working conditions of workers benefits their business’ (55%) than with the two specific, more technical statements (Figure 4). This suggests they may not have been adequately informed about the benefits of decent work for employers.

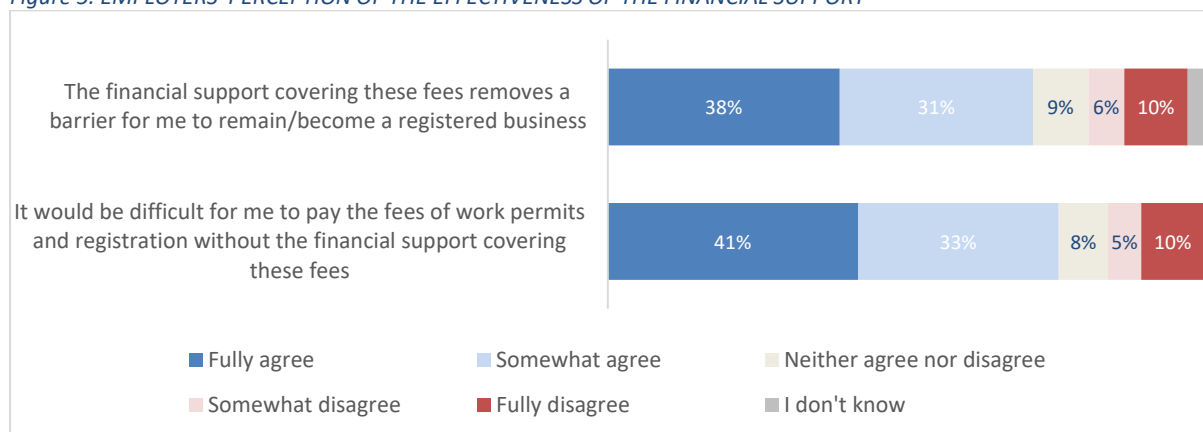
86. Similarly, it is possible that employers were not adequately informed about the circumstances of Syrians and the reasons for their tendency to work informally. For example, while 30% of employers believed that Syrians preferred government benefits to formal employment, only 9% of them indicated this as a reason.<sup>75</sup>

### 3.3.2.3 What progress was made to support SuTP and TC throughout the formalisation procedures?

87. **The formalisation of SuTP and TC through the KIGEP component, which had been largely overachieved, was also supported by the ISMEP and BILMER components.**

88. Considering the context, the financial assistance and, consequently, the reduction of costs for businesses proved to be an effective measure to guarantee formal employment (Figure 5). It was also observed that at the beginning, the incentive facilitated the recruitment of workforce. Nevertheless, it was observed that during the implementation period, economic downturns and the increased minimum wage had an impact on the effectiveness of the incentive.<sup>76</sup>

Figure 5. EMPLOYERS' PERCEPTION OF THE EFFECTIVENESS OF THE FINANCIAL SUPPORT



Source : Evaluation survey conducted with employer beneficiaries (n=323). Answers to the question: “ To what extent do you agree or disagree with the following statements regarding the communication and information from the programme team?”

<sup>73</sup> FGDs with beneficiaries

<sup>74</sup> FGDs with beneficiaries

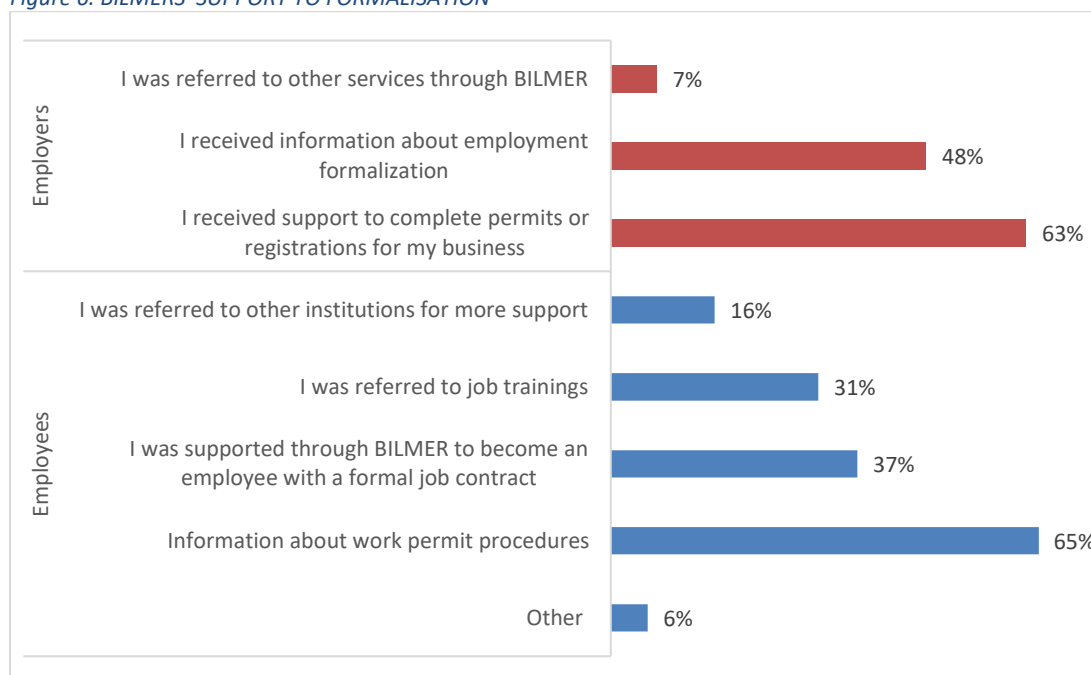
<sup>75</sup> ILO survey of KIGEP results

<sup>76</sup> Interviews with employers and implementing partners

89. Skills trainings and support to obtain work permits (for SuTP) were reported to have also contributed to formal employment.<sup>77</sup> Some beneficiaries indicated that although they had previously been employed by a company, the training programme assisted them in becoming formally employed. Incorporating certification to the training, such as the MYK (official vocational qualification), could serve to enhance the promotion of formal employment even more.

90. **Moreover, beneficiaries were provided assistance with the key barriers to formal employment** (see Figure 6). Operations at the BILMER centres adapted to key barriers to formalisation. For example, opening a bank account for Syrian beneficiaries in collaboration with Halkbank and Ziraat Bank was supported.<sup>78</sup> Additionally, there is an ongoing study to understand changes in the key barriers to formal employment.

Figure 6. BILMERS' SUPPORT TO FORMALISATION



Source: Evaluation survey conducted with employees (N= 51) and employers (N=86). Answers to the question: "What support did you receive from BILMER?"

91. At the same time, **the effectiveness of initiatives to facilitate a streamlined and supported formalisation process has been limited by local and national regulations.** Firstly, the legislation mandates that work permits are renewed annually, necessitating ongoing assistance to employers and employees. Secondly, it is also required that workers have a registered home address (ID) in the province where they would apply for a work permit. This makes it challenging for many SuTP to formalise their status. The bureaucratic processes for changing one's address between provinces are complex and have not yet been accompanied by any supporting activities.

92. Finally, three additional factors reduce the incentive for Syrian workers to formalise their status. Until recently, SuTP holders were able to apply for Turkish citizenship after five years of formal

<sup>77</sup> FGDs with beneficiaries

<sup>78</sup> Interview with implementing partner

employment in Türkiye.<sup>79</sup> Additionally, lack of bilateral agreements between Türkiye and Syria mean that the social security paid in Türkiye is not counted in Syria.

93. Importantly, **the programme management took actions during the implementation to involve the PMM directorates more, as they could support more alignment between the national/local policies concerning SuTP and the goals and activities of programme activities.** They became engaged in the form of becoming a member of the Advisory Board.<sup>80</sup>

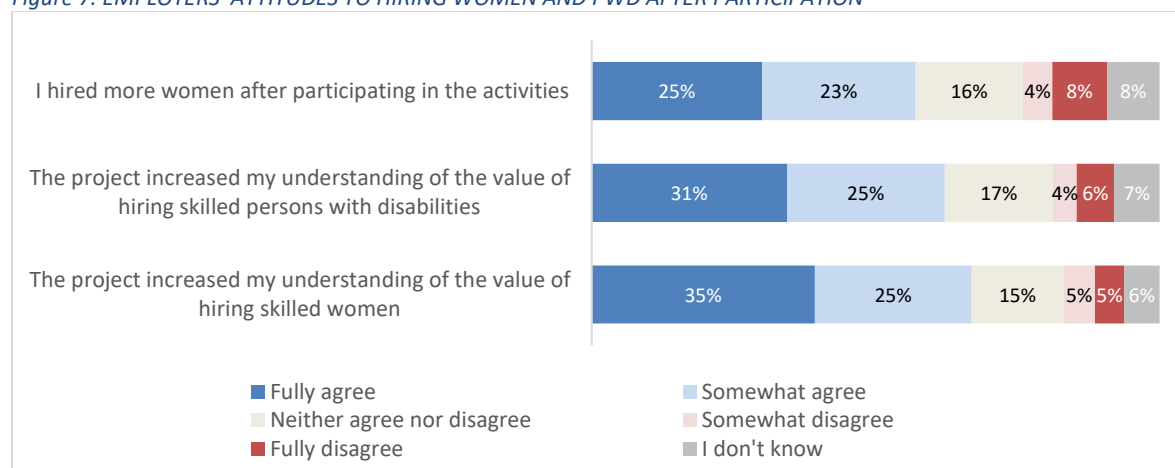
*3.3.2.4 What specific initiatives or support mechanisms, if any, were considered to increase the inclusion of women and PWD in employment opportunities?*

94. The programme’s broad design initially presented challenges to the inclusion of women and PWD in its activities due to a lack of specific guidelines or strategies. Nevertheless, **adaptations in the ISMEP component during the implementation led to more inclusionary outcomes for this component.**

95. The ISMEP component demonstrated progress towards inclusiveness. The quotas for women and PWD were met, although primarily for TC. To encourage inclusion, childcare support and additional financial support were introduced as incentives for employers. Furthermore, the ILO hosted a series of workshops on gender inclusivity for IPs.<sup>81,82</sup>

96. Women and PWD successfully placed in companies under the ISMEP expressed satisfaction with the level of support they received during their employment.<sup>83</sup> A review of the data indicates that there is no significant difference in the dropout rate of female and male trainees for the component.

*Figure 7. EMPLOYERS' ATTITUDES TO HIRING WOMEN AND PWD AFTER PARTICIPATION*



Source : Evaluation survey conducted with employer beneficiaries (N=323). Answers to the question: " To what extent do you agree or disagree with the following statement?"

<sup>79</sup> Asylum Information Database. (n.d.). *Naturalisation*. Retrieved July 10, 2024, [Accessible here](#).

<sup>80</sup> ILO staff interview

<sup>81</sup> Annual Programme Report 2022

<sup>82</sup> Annual Programme Report 2022

<sup>83</sup> FGDs with beneficiaries

97. **An absence of inclusionary practices in other components resulted in limited results for women and PWD.** No quota existed for BILMERS resulting in few, overall, 16% of women business owners reached.<sup>84</sup> The introduction of a quota for KIGEP was only made in 2023 due to the challenges encountered in aligning the SSI system with the prioritisation of gender.<sup>85</sup> This resulted in a greater emphasis being placed on training women rather than on providing incentives for them to be employed. This, in turn, has led to a degree of undervaluation of their qualifications. The evaluation survey data shows that women employees had better qualifications,<sup>86</sup> but they also report more skills mismatches.<sup>87</sup>
98. Finally, the absence of a comprehensive approach in the design prevented the programme from engaging with all industry sectors in a manner that would facilitate the employment of women. The majority of KIGEP beneficiaries were employed in the textile industry (35-60%), where many women work. **However, many employers noted that their workplace was unable to accommodate women.**<sup>88,89</sup>

### 3.3.2.5 *What factors supported or hindered the achievement of outcomes?*

99. **Despite the achievement of outcomes, the effectiveness of the process was occasionally constrained by external factors.** In addition to the pandemic-induced delays in the implementation, the earthquake in Türkiye and Syria in 2023 also had devastating effects impacting 11 provinces – 10 of which were involved in the programme. The destruction included the large-scale loss of infrastructure affecting ISKUR Agency and implementing partners, especially in the emergency regions of Hatay, Kahramanmaraş and Adiyaman.
100. **The economic downturn in Türkiye had a profound but somewhat mixed impact on the programme.** After 2020, as the economy was recovering, companies sought to expand their workforces and were thus attracted to the programme. However, the rapid inflation beginning in 2022 posed a challenge to the continued operation of – especially smaller – businesses, particularly as the statutory minimum wage increased. At the same time, enterprises were compelled to seek out incentives and assistance as they aimed to navigate the challenging economic landscape.
101. **At the same time, and particularly for larger enterprises, especially KIGEP incentives could stabilise companies;** previous impact assessments indicated that they were crucial in maintaining operations.<sup>90</sup> In our survey, 51% of the companies agreed that the programme helped in generating profit and revenue.

### 3.3.3 To what extent was the implementing partnership approach effective?

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<sup>84</sup> ISMEP Database

<sup>85</sup> Annual Programme Report 2023

<sup>86</sup> Evaluation survey of beneficiaries

<sup>87</sup> Evaluation survey of beneficiaries: out of 23, 3 women disagreed or fully disagreed with the statement that the job matched their skills and 2 didn't know; whereas only 1 men from 37 disagreed.

<sup>88</sup> Interview with employers

<sup>89</sup> Calculations vary: KIGEP database given to the evaluation team shows 35% of textile industries, whereas the KIGEP impact analysis shows 60%.

<sup>90</sup> Annual Programme Report 2019



102. **Partnerships with local municipalities and chambers facilitated service delivery and meeting beneficiary needs, but the lack of involvement of workers’ and refugees’ representatives and the susceptibility of municipalities to political shifts highlighted areas for improvement.**
103. Chambers of industry were especially well-suited partners, as their interests in finding employees and providing training were aligned with the programme goals.
104. The SSI served as the coordinating body for KIGEP, facilitating significant achievements due to its ability to engage with employers effectively. Most frequently – in 35% of cases<sup>91</sup> – employers learned about the KIGEP incentive through the agency.
105. In some cases, the programme engaged with municipalities who implemented other similar projects – where dedication had already been established. However, as it will be discussed in 3.5.1.1, municipalities have been susceptible to political shifts, decreasing their commitment to the goals.
106. A shortcoming of the partnership strategy was the lack of involvement of an effective representative of refugees or workers.
107. Overall, **national agencies’ involvement in more components could have increased effectiveness by reducing the number of partners and promoting advocacy.** Fortunately, the programme team initiated measures at a later stage of the implementation process to incorporate ISKUR and other pertinent government entities.

### 3.4 Efficiency

108. The section on resource availability evaluates the adequacy of funds to achieve programme outcomes, taking into account budget management and spending challenges. It also addresses the necessity for timeline extensions and the efficiency of budget allocations.
- 3.4.1 How efficient was the programme implementation with regard to available resources?
- 3.4.1.1 To what extent were there enough financial resources available to achieve the outcomes?*
109. **The programme team had sufficient resources to achieve outcomes due to the currency exchange levels of Lira and USD, strong budget management and an overachievement of most targets, which meant low cost/participant.**
110. Rather than facing financial limitations, the programme struggled with spending the budget meaningfully within the allocated timeframes.<sup>92</sup> As of December 2023, the delta between total income and expenditure was 4,976,482.53 USD, around one-sixth of the entire budget, demonstrating the need for a timeline extension. In 2023, there were two no-cost extensions of Phase I and II per an agreement with the donor to accommodate the spending of the full budget.<sup>93</sup>

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<sup>91</sup> ILO survey of KIGEP results

<sup>92</sup> Interview with stakeholder

<sup>93</sup> Annual Programme Report 2023

111. Throughout the programme implementation, the programme components were implemented using Phase I and Phase II budget funds. As of June 2023, the ILO began funding the BILMER programme partners via the Phase III budget, which meant that three Phases of the programme were ongoing simultaneously.

*Table 4 OVERALL BUDGET & EXPENDITURE AS OF 31 DEC 2023 (IN USD)*

	PHASE I	PHASE II	PHASE I & II COMBINED
<b>Approved Budget</b>	10,631,438.58	17,754,250.83	<b>28,385,689.41</b>
<b>Total Income</b>	10,829,203.24	17,967,966.10	<b>28,797,169.34</b>
<b>Total Spent as of 31/12/2023</b>	9,509,219.98	14,311,466.83	<b>23,820,686.81</b>
<b>Delta</b>	1,319,983.26	3,656,499.27	<b>4,976,482.53</b>
	The budget extended until 31 July 2024		

Source: Financial statement from 2023, provided to the evaluation team

Adding to the difficulty in spending the budget was the fact that the Turkish Lira had weakened significantly compared to the USD since 2021. This meant budget increases, despite increasing prices, when the contracts were set in USD. To ensure the full utilisation of funds, the number of beneficiaries of the KIGEP component was increased.<sup>94</sup>

*Table 5 EXPENDITURE AS OF 31 DEC 2023 BY COMPONENT (IN USD)*

	PHASE I	PHASE II	PHASE I & II COMBINED
<b>ISMEP</b>	2,429,018.68	2,195,950.46	<b>4,624,969.14</b>
<b>BILMER</b>	530,556.41	1,769,347.29	<b>2,299,903.70</b>
<b>KIGEP</b>	4,312,077.42	7,325,950.00	<b>11,638,027.42</b>
<b>Total for the components</b>	<b>7,271,652.51</b>	<b>11,291,247.75</b>	<b>18,562,900.26</b>
<b>Programme Management &amp; Oversight</b>	1,373,092.05	1,719,175.96	<b>3,092,268.01</b>
<b>Provision for cost increase &amp; PSC</b>	864,475.42	1,301,043.12	<b>2,165,518.54</b>
<b>Total</b>	<b>9,509,219.98</b>	<b>14,311,466.83</b>	<b>23,820,686.81</b>

Source: Financial statement from 2023, provided to the evaluation team

#### *3.4.1.2 To what extent were there enough human resources available to achieve the outcomes?*

112. The large number of IPs placed a heavy administrative burden on internal resources.<sup>95</sup> However, **targets have been largely achieved, and any delays in targets were not due to insufficient human resources** but rather explained by the COVID pandemic and prolonged government negotiations. The programme team was dedicated with a strong commitment to their programme and their individual components, which meant that the team worked to accommodate for the staffing limitations to meet targets to the extent possible.<sup>96</sup>

113. For several months, the programme team was missing administrative staff, which prevented it from implementing short-term staffing solutions. This, at the time, limited the M&E efforts.<sup>97</sup>

<sup>94</sup> Interview with stakeholder

<sup>95</sup> Interviews with ILO staff

<sup>96</sup> Interviews with ILO staff

<sup>97</sup> Interview with ILO staff

However, **the programme team, including the programme manager, was affected by staffing changes**, which impacted the programme implementation continuity.<sup>98</sup>

#### 3.4.1.3 *How well did the programme utilise the time available to accomplish tasks and meet programme milestones?*

114. The COVID-19 pandemic, policy changes concerning SuTP and prolonged governmental agreements and collaboration halted programme milestones. Government agreements delayed the early stages of Phase I.<sup>99</sup> In 2021, the SSI registration system stopped for two months due to technical upgrades affecting KIGEP.

115. Despite a delay in the programme's start, the targets for Phase II were on schedule as of the end of 2022.<sup>100</sup> KIGEP's targets were over the target (outcome C) by nearly 70% for the number of Social Security Premiums covered and 30% for the number of work permits paid for SuTP by the end of 2022.<sup>101</sup> The delays were largely beyond the programme team's control, which has since efficiently implemented the programme's.

116. As the programme included many IPs, it had a heavy administrative burden requiring directors and HQ approvals. The project's setup and the ILO's bureaucratic limitations added to the difficulties faced in meeting milestones. Approval times meant pressure on the programme teams regarding resource use.<sup>102</sup> Some employers experienced delays in payments, and IPs faced long approval times.<sup>103</sup>

#### 3.4.1.4 *How efficiently were the programme funds disbursed and managed to support programme activities and objectives?*

117. **The programme efficiently allocated resources and financial support, resulting in overachieved targets and lower-than-expected costs per participant, with a balanced focus on reaching beneficiaries and providing rapid disaster response.**

118. Several IPs noted that they received sufficient financial support, indicating an efficient resource allocation for the IPs. Employers also noted that the financial incentives supported their activities.<sup>104</sup>

*"The financial support provided under İŞMEP, covering costs such as work permits and insurance, was quite effective in encouraging formal employment."*

*"The financial support given is an acceptable amount ... There are many companies in Türkiye benefiting from this project."<sup>105</sup>*

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<sup>98</sup> Interview with ILO staff

<sup>99</sup> Annual Programme Report 2018

<sup>100</sup> Annual Programme Report 2022

<sup>101</sup> Annual Programme Report 2022

<sup>102</sup> Interview with ILO staff

<sup>103</sup> Interviews with employers and implementing partners

<sup>104</sup> Interviews with employers and implementing partners

<sup>105</sup> Interviews with employers

119. Largely, the components were more cost-effective than expected based on their initial targets. ISMEP and BILMER overachieved on targets, and the cost per reached participant was, as a result, lower than expected (See Table 6 COST PER BENEFICIARY (TARGET VS REACHED)).

120. The largest budget allocation went to KIGEP, the component with the largest number of beneficiaries. It totalled 11,638,027.42 USD, and the estimated cost per participant was 369.74 USD. Because the target was overreached and more funds were allocated there, the cost per reached participants was much lower than initially estimated for the number of beneficiaries.

121. The basis for budget allocation was a balance between reaching the largest number of beneficiaries (through KIGEP) while ensuring sustainability through acquired skills (ISMEP), a path to formalisation, and an information centre (BILMER).<sup>106</sup> The evaluation agrees with this assessment about budget allocation from an efficiency standpoint, particularly since scaling BILMER and ISMEP activities would have added complications to the programme team. Whereas a budget increase for KIGEP could be achieved without increasing programme management costs.

*Table 6 COST PER BENEFICIARY (TARGET VS REACHED)*

	TARGET DESCRIPTIONS INCLUDED	TARGET NUMBER FOR THE COMBINED TARGETS)	NUMBERS REACHED AS OF 2023	AVERAGE COST/TARGET PARTICIPANT (USD)*	AVERAGE COST/REACHED PARTICIPANT (USD)*	DELTA *
<b>ISMEP</b>	<i>Nr. of SuTP and TC who successfully participated in the targeted on-the-job trainings.</i>	2,000	2,728	2312	1,695	617
<b>BILMER</b>	<i>Nr. of SuTP and TC and MSMSE owners reached and consulted &amp; Nr. of SuTP and TC Employee reached and consulted</i>	12,400	19,625	185	117	68
<b>KIGEP</b>	<i>Nr. of Social Security Premiums covered &amp; Nr. of work permits paid for SuTP</i>	15000	31476	776	370	406

Source: Financial statement from 2023, provided to the evaluation team and Annual report for Nr. of targets reached

\*these should be considered as broad indicators as targets and beneficiary groups have been combined and taken in consideration of the quality or extent of the intervention

122. The **fund allocation to KIGEP** was increased to ensure the funds were utilised within the timeframes. The reason for allocating more funds was the cost-effective way to increase the number of beneficiaries.<sup>107</sup> In 2022, fund allocation was increased for BILMERs, to ensure sustainability.<sup>108</sup>

123. The 2 million USD allocated for relief efforts was used on essential items, containers to support ISKUR's services, and counselling services for victims. Half of the budget went to immediate support through essential services, while the other half went to longer-term support. The

<sup>106</sup> Interview with stakeholder

<sup>107</sup> Interview with stakeholders

<sup>108</sup> Annual Programme Report 2022

programme did not use the entire budget because contracts were established in Lira, while budget allocation was set in USD.<sup>109</sup> **Stakeholders praised the programme team’s rapid response and flexibility.** In addition to providing rapid support during the disaster, the response has also supported the relationship with the agency ISKUR, which received support.<sup>110</sup>

3.4.2 How efficient was the programme management?

3.4.2.1 *To what extent did the programme management structure support cost-effective implementation?*

124. The programme aimed to allocate 15% for programme management costs, maintained as of December 2023. Based on expenditure as of December 2023, Phase I used 14% in programme management costs and Phase II used 12%.<sup>111</sup> This alignment between budget expectations and expenditure demonstrates that the programme management aligned with expectations.

125. IPs were overwhelmingly positive about the management by ILO, only noting a few instances of delayed payments or approval.<sup>112</sup> However, the administrative burden caused a bottleneck in programme management efficiency because of the large number of IPs. In the first stages of the programme, a more systematic approach was needed to manage contracts and payments to the IPs so as not to hinder the implementation.

126. The focus and priorities for the programme have developed over time and throughout the implementation. This was a result of the turnovers of staff, including new managers that changed the priorities and reporting efforts in addition to a brief and broad set of initial protocol or procedures.<sup>113</sup>

3.4.2.2 *How efficient was the coordination, oversight and quality control of IPs?*

127. **The programme team efficiently managed and oversaw the implementation of IPs’ activities, though quality control in training and consultations remained limited, highlighting a need for more comprehensive monitoring strategies.**

128. **The oversight of IPs’ activities and implementation was efficient and well-managed.** The programme team made frequent field trips and monitoring visits to the provinces, and they have well-established communication and partnerships with the IPs. Interviews with implementing partners support the idea that the programme team manages and oversees them well.<sup>114</sup> This is further supported by the example of when the programme team identified a problematic IP and ended cooperation.<sup>115</sup>

129. However, **the programme team did not directly review the training part of ISMEP,** and there was no direct quality control of the different types of training.<sup>116</sup> In the programme design, there

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<sup>109</sup> Annual Programme Report 2023

<sup>110</sup> Interviews with implementing partners and stakeholders

<sup>111</sup> Financial statements for Phase I & II, 2023

<sup>112</sup> Interviews with implementing partners

<sup>113</sup> Interview with ILO staff

<sup>114</sup> Interviews with implementing partners and ILO staff

<sup>115</sup> Interview with ILO staff

<sup>116</sup> Interviews with ILO staff

was no reference to how the trainings would be defined or monitored, which limits the quality control.

130. The programme team monitors BILMER's consultations and the number of formalisation activities. Because the indicators are quantitative and the programme team approves the formalisation, the team establishes the oversight.<sup>117</sup> However, there has been a **limitation regarding the quality control of the consultations**. While the type of consultation is recorded, the success or use of the consultation is not tracked.<sup>118</sup>

131. For KIGEP, the monitoring was highly automated and relied on the SSI system, which simplified the monitoring efforts and reduced the overall programme monitoring pressure.

### 3.5 Sustainability & Impact

132. The section on stakeholders' ownership and capacity evaluates the degree to which they have increased their ability to sustain results and to what extent impact on individual and institutional levels can be assessed.

3.5.1 To what extent will stakeholders sustain results?

*3.5.1.1 To what extent do stakeholders have increased ownership and capacity to sustain results?*

133. **The sustainability of support for small and micro-businesses is more promising among the Chambers of Tradesmen and Craftsmen than municipalities due to their core mandates and motivations, while targeting SuTP remains a challenge for municipalities. Some ISMEP and KIGEP activities are ending without efforts for continuation, reflecting a lack of focus on sustainability.**

134. The possibility of sustainability differs between the two types of IPs as they have varying capacity levels and mandates to reach small and micro-businesses. **Resources are limited for the Chambers of Tradesmen and Craftsmen**, but they **are motivated to sustain their outreach** towards small and micro-businesses as it is a core tenant of their mandates.

*"The union of chambers has a positive approach to continuing this programme. But the final decision belongs to the management. However, I can say that some of the qualified personnel will continue to be employed. There is a decision in principle to continue."*

*"We have a lot of experience in programme implementation, we can provide new support with new funds. With the experience gained from each programme, we are able to conduct better activities."<sup>119</sup>*

135. Conversely, **municipalities do not have the same incentives to reach small and micro-businesses to provide services**. These incentive and outreach goals are not within the mandates of the municipalities, as they are for unions.<sup>120</sup> Because of this difference, the sustainability of

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<sup>117</sup> Interview with ILO staff

<sup>118</sup> Interviews with ILO staff and stakeholders

<sup>119</sup> Interviews with implementing partners

<sup>120</sup> Interview with ILO staff

maintaining support for SMEs among the Chambers tends to be more promising than for the municipalities.

136. A second **limitation of IP ownership is the targeting of SuTP**. Even if municipalities or government agencies can maintain their efforts, there is, if any, a very limited capacity specifically for SuTP.<sup>121</sup> Several of the services targeted Syrians and would not be easily absorbed by municipalities as this would be politically compromising for them.

137. Some IPs working with **ISMEP** have stated that they can continue their efforts without the programme fund's support since it aligns with their overall tasks. For example, these institutions with larger capacities are considering incorporating questions of employability.<sup>122</sup>

138. However, some ISMEP activities have ended or are set to end as of next year with no efforts for continuation.<sup>123</sup> This demonstrates the absence of sustainability, which, for several provinces, results from how the activities are set up and a limited focus on sustainability within the ISMEP component. Interviews and field research show that some offices are wrapping up their efforts and are not taking on new trainees.<sup>124</sup>

139. **KIGEP's** IP, SSI, would not be able to continue funding the cost of social security, which means that incentives would not continue to be paid after the programme.

#### *3.5.1.2 To what extent have monitoring and knowledge sharing reinforced sustainability efforts?*

140. **Increased knowledge sharing between the ILO HQ and the programme team has improved collaboration and technical expertise, but there are limitations due to the lack of engagement with Turkish employees and a predominant focus on quantitative over qualitative monitoring, which hinders a comprehensive assessment of the programme's sustainability efforts.**

141. Knowledge sharing between ILO HQ and the programme team has developed throughout programme implementation. The programme team is increasingly using the backstopping department MIGRANT to support their activities. This collaboration has resulted in a more results-oriented collaboration and led to workshops on integrating PWD into the labour force.<sup>125</sup> Increased knowledge sharing between the programme team and the HQ has supported the technical expertise and strategy, particularly for ISMEP. Systemic integration of HQ's support, including from the start, could have furthered sustainability through more integration of knowledge sharing.<sup>126</sup>

142. Knowledge sharing was also taking place with IPs and ISKUR. In December 2023, the programme team arranged a three-day annual meeting with field partners and staff that acted as a forum for learning, workshops, and discussions about the three components.<sup>127</sup> This is a critical

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<sup>121</sup> Interview stakeholders and ILO staff

<sup>122</sup> Interviews with implementing partners and stakeholders

<sup>123</sup> Interviews with implementing partners

<sup>124</sup> Interviews with implementing partners

<sup>125</sup> Interview with ILO staff

<sup>126</sup> Interview with ILO staff

<sup>127</sup> Monthly Programme Report December, 2023

space for knowledge sharing, particularly among the IPs, to learn about the ILO conventions and goals to support the sustainability of results. Knowledge sharing is also taking place with ISKUR to ensure the sustainability of ISMEP using the results of Phase I and II.

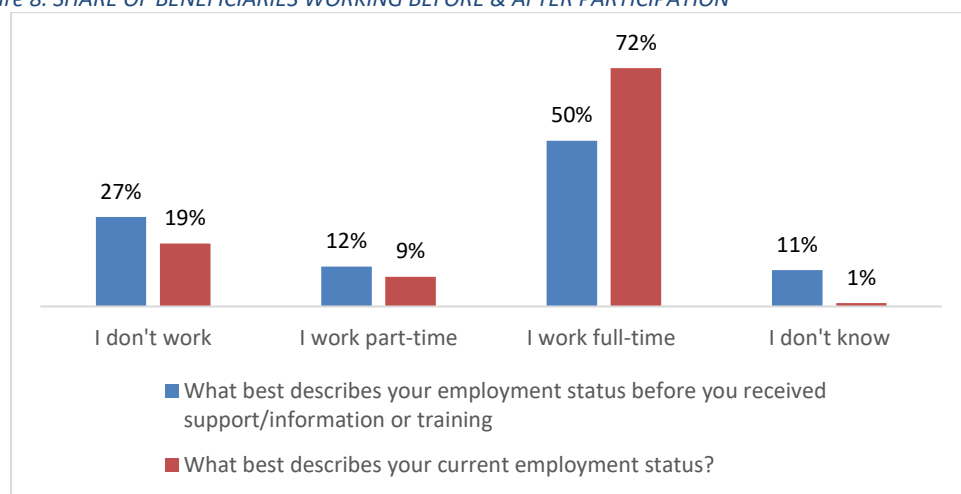
143. A limitation to the knowledge sharing was the lack of exchange with Turkish employees, which hindered their awareness of formal work. Some TC participating in FGDs were unaware of the programme and their own participation in it.<sup>128</sup> While they had formal employment, this lack of understanding highlights the limitations of sustainability from an awareness perspective.

Results monitoring has been largely focused on quantitative indicators rather than systematically including qualitative insights. While the programme has shifted towards including more qualitative results in its reports since 2023, they are centred around field visits rather than being incorporated as qualitative indicators. This limitation will reduce the ability to assess the impact.<sup>129</sup>

3.5.2 To what extent was the programme successful in extending job placement beyond the six months for target end-beneficiaries?

144. **Overall, the programme has successfully maintained formal jobs for beneficiaries beyond the length of programme participation.** The evaluation survey found an increase of 22 percentage points among employees who work full-time since participating in the programme (See Figure 8)

Figure 8. SHARE OF BENEFICIARIES WORKING BEFORE & AFTER PARTICIPATION



Source : Evaluation survey conducted with employees (N=144). Answers to the questions: "What best describes your employment status before you received support/information or training" and "What best describes your current employment status?"

145. Overall, the programme supports long-term job placements through interventions with both employers and employees. Yet, the cost of formality remains a barrier for some employers. The programme team has **reviewed the retention levels of ISMEP and KIGEP**. Overall, ISMEP was successful in extending job placements following job training. As of December 2023, the retention rate in formal employment was between 65% and 70% six months after an employee completed

<sup>128</sup> FGDs with beneficiaries

<sup>129</sup> Annual Programme Report 2023



the ISMEP programme.<sup>130</sup> Based on the ILO survey of KIGEP participants, In phase II, 80% of the businesses surveyed stated that they continue to employ all the SuTP they have recruited.<sup>131</sup>

146. Interviews as part of the evaluation support that many employers would keep employees hired as part of the programme formally employed,<sup>132</sup> several others, however, said they could not continue providing formal employment without the support.<sup>133</sup>

147. Additionally, both **PWD and women beneficiaries expressed concern about their future employment opportunities** if they had to change their present workplace.<sup>134</sup> Suggesting that they might prefer more continued support or contact with relevant agencies.

3.5.3 What factors, if any, can affect the sustainability of the results?

148. **The strengthening collaboration with government actors offers the potential for sustainability.** The growing partnership between **ISKUR and BILMER** offers the potential for the continuation of BILMER after the programme's end. This partnership developed in the later stages of Phase I and II and could mean that the employment agency hires its own staff for the BILMERs.<sup>135</sup> A large part of BILMER's sustainability potential still depends on ISKUR taking over the offices. The other key partner has been MoLSS, which has been part of the programme from the design phase and has participated throughout implementation.<sup>136</sup> However, the Directorate General of Migration Management (DGMM) has been less present throughout the programme but has been since 2023 been invited to the Advisory Board. Continuing this work with the relevant government representatives to address underlying issues so that SuTP can enter formal work is needed to ensure the sustainability of the programme components, particularly BILMER and ISMEP.<sup>137</sup>

149. The **absence of a strong good governance component** that can systematically target SuTP needs and attention to systemic gaps within the Turkish system prevents sustainability for SuTP beneficiaries. While effort is made to strengthen the partnerships with agencies and governmental institutions, the lack of this effort from the programme's start can affect the strategic prioritisation of governance building.

150. The continually increasing costs of formality caused by **inflation and insurance costs** hinder the programme's sustainability. A large share of the budget has been allocated to temporary financial incentives, and employers' primary reason for participating is to offset some costs without more intervention or awareness spreading.<sup>138</sup> Sustainability can, therefore, be restricted if costs continue to rise.

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<sup>130</sup> Annual Programme Report 2023

<sup>131</sup> KIGEP survey by ILO

<sup>132</sup> Interviews with employers and implementing partners

<sup>133</sup> Interviews with employers

<sup>134</sup> FDGs with beneficiaries

<sup>135</sup> Emily Inception Interview

<sup>136</sup> Interview with stakeholder

<sup>137</sup> Interview with ILO staff

<sup>138</sup> ILO Director

151. The **political landscape concerning SuTP and the related public discourse** in Türkiye was somewhat tense throughout the programme implementation.<sup>139</sup> If this discourse remains the same or worsens, it will limit social cohesion and the willingness to hire SuTP, as it would limit a productive dialogue on how to address informal work, immigration, and the role of a second generation of refugees' role in the labour market.

152. **Several BILMER staff members have been hired specifically for the ILO programme.** This limits the offices' sustainability since knowledge and experience would be lost as this programme finishes and the staff leave.<sup>140</sup>

3.5.4 What signs of expected or unexpected impacts of Phases I and II are visible so far?

*3.5.4.1 What signs of impact on an individual level of Phase I and II are visible so far?*

153. **The programme enabled employers who mistrust hiring Syrians to hire SuTP with the added assurance from the BILMERs or ISMEP and the programme.** The financial aspect of KIGEP incentives further encouraged employers' participation. This means employers who otherwise would not have hired SuTP now have.<sup>141</sup> This incentive to hire has broken barriers and reduced prejudices among some employers about hiring Syrian workers. This has potential long-term effects on the reduction of discrimination in the workforce and added social cohesion among Turkish and Syrians in the labour market. However, some noted that without the financial support, employers might not continue to hire Syrians,<sup>142</sup> which shows a limit to this potential impact.

154. The programme has enabled a new perspective among employers and employees on the **value of formalisation** from a decent work perspective. This means that going forward, participants may choose to continue to seek formal employment regardless of their current employment. However, this potential impact is closely tied to the financial cost of formal employment.<sup>143</sup>

*3.5.4.2 What signs of impact on an institutional level of Phase I and II are visible so far (including institutions' capacity)?*

155. **A shifting mindset among the IPs regarding SuTP supports the programme's sustainability.** Prior to the programme, IPs raised prejudices against SuTP to the ILO.<sup>144</sup> Through close cooperation, the potential for Chambers of Tradesmen and Craftsmen, in particular, to work with SuTP and address the needs of SuTP has materialised. If the IPs supported their many members, the impact could have an impact on an institutional level and better support the emerging needs of the unions.

156. More broadly, there is **potential for institutional change through the growing attention to social dialogue and the increasing use of the Steering Committee**, particularly through the focus on legal barriers to formalisation for SuTP, including attention on the one-year length of work permits and restrictions of movement which has been a key barrier for SuTP beneficiaries.

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<sup>139</sup> Interviews with ILO staff

<sup>140</sup> Interview with stakeholder

<sup>141</sup> Interviews with employers and implementing partners

<sup>142</sup> Interviews with employers

<sup>143</sup> Interviews with employers

<sup>144</sup> Annual Programme Report 2022

Discussion and solutions that include authorities and government actors will be able to support existing field-level results if these barriers are addressed.

157. Through the partnership with SSI, the programme has lifted its **agenda-setting potential** and focused within SSI on SuTP and formalisation, which has a limited role within the programme.<sup>145</sup> This collaboration shows the potential institutional impact that is important to pursue as part of Phase III.

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<sup>145</sup> Interview with stakeholder

## 4 Conclusions

158. Overall, the programme achieved significant short- and medium-term successes in addressing employment needs and aligning with strategic frameworks. The components provided crucial support in navigating formal employment processes, reducing administrative barriers, and offering financial incentives.
159. The programme's flexibility allowed for adaptations throughout the implementation, enhancing its relevance and effectiveness. This adaptability was bolstered by close monitoring of quantitative targets and mid-term evaluations for informed decision-making.
160. Despite initial constraints and inflation, the programme largely met or exceeded its targets. Strong budget management and favourable currency exchange rates ensured sufficient resources to achieve programme outcomes. Most components overachieved their targets, resulting in lower-than-expected costs per participant. Budget reallocation also enabled support for the broader earthquake response, aligning with the ILO and UN refugee response efforts. Challenges included difficulties in spending the budget within allocated timeframes, necessitating timeline extensions and adjustments in fund allocations. Despite these challenges, the efficient allocation of funds and cost-effective implementation of components were notable successes.
161. Various challenges to achieving impact and sustainability were encountered, primarily due to the absence of a system-level approach, particularly concerning the ILO's cross-cutting concerns on social dialogue and international labour standards. Existing legal restrictions hindered the programme's effects, such as short-term administrative support for employees who lost necessary permits after a year and were unable to reapply.
162. There remains a substantial gap between the achieved outcomes and the long-term impact on formal work with decent working conditions and social cohesion. Limited focus was placed on creating a legal and policy environment conducive to decent work for both beneficiary groups.
163. The sustainability of support varies among implementing partners and components. Chambers of Tradesmen and Craftsmen demonstrate a more robust capacity and motivation to sustain outreach to small and micro-businesses due to their core mandates, while municipalities face more significant challenges and lack incentives. Some ISMEP and KIGEP activities are ending without plans for continuation, highlighting a lack of focus on sustainability within these components. However, there are also efforts to build on the ISMEP programme through ISKUR using the results of earlier Phases.
164. Similarly, the limited inclusion of constituents created difficulties regarding good governance and sustainability. Constituents have limited capacity to continue discussions after the programme ends, and many do not represent some beneficiary groups. However, recent efforts have been made to address these issues. It is commendable that the programme has already tackled several gaps in recent months and for Phase III, which is crucial to ensure sustained impact and sustainability.

165. Given some of the positive results already achieved such as raised awareness among employers and Chambers, the programme positively impacted reducing discrimination and promoting social cohesion between Turkish and Syrian workers. Financial incentives encouraged employers to hire SuTP, breaking down prejudices and fostering a more inclusive workforce. Increased awareness of formal employment processes among employers and employees contributed to a shift in attitudes towards formalisation and decent work. It is encouraged that the programme continues while also considering the factors mentioned above.

## 5 Lessons Learned and good practices

### Lessons learned 1

Supporting vulnerable groups under temporary protection means many activities can be affected by the regulatory context. During implementation, the project team found that some support offered—such as help with obtaining work permits and registration or financial incentives for formal employment—faced difficulties in remaining sustainable and impactful. This was due to changing administrative requirements and external policies requiring different or additional support.

Recognising this issue, the project team increased efforts to engage with government agencies that manage relevant policies and procedures. They learned that closer engagement and advocacy with these agencies are necessary for long-term support of people with temporary status.

### Lessons learned 2

Covering 18 provinces with various activities and multiple partners led to a high number of IPs. This positively affected relevance (Good practice 1), but it also made monitoring and quality assurance challenging. One person was responsible for monitoring all activities, and not all IPs had enough knowledge and capacity to meet reporting requirements.

This especially impacted the oversight of training, resulting in varied quality and relevance for trainees. Although the project team could not resolve the monitoring problem, management proposed revisiting the idea of including national partners instead of local ones for the training component, which could improve quality assurance and simplify monitoring.

### Lessons learned 3

The problem analysis and strategy formulation in the initial project programme document were relatively broad. It lacked strategic guidance on possible incentives for formal work, the approach to include women, and the project's sustainability goals. This allowed for flexibility, as project management could change the strategic direction.

However, a lesson learned was that due to the lack of consistency and initial strong direction, the results of the approaches couldn't be adequately analysed. The impact and sustainability of the project results were only addressed later during implementation.

### Lessons learned 4

The initial indicators proposed were only quantitative and mostly referred to the number of people reached, enrolled in training, or having had consultations. Neither quotas nor retention rates were part of the targets. This may have been due to the variety and number of IPs – and consequently, the difficulties they presented with monitoring – or the general project design. However, it is a lesson learned that these types of indicators primarily promote short-term goals and results. They can hinder the motivation of implementation partners and the project team to progress towards stakeholder engagement and satisfaction, as well as impact and sustainability.

### Good practice 1

The project showed a strong on-the-ground presence by engaging with local implementation partners and selecting provinces with a high concentration of Syrian refugees. This led to measurable outcomes, including surpassing targets and establishing communication with local communities, especially SuTP. Input from the employer representative-led industrial zones also helped align with the needs of these constituents, promoting employability. A key good practice was including partners in both the design and the implementation who had relevant connections to the community.

### **Good practice 2**

Changing the project management structure from a steering committee to an advisory board proved beneficial for engaging more constituents and deepening their involvement. This change was implemented during the last two years aligned with the changes in the approach of the project management. The advisory board included workers' representatives and more government agencies than the steering committee, facilitating a social dialogue process. It was also more high-level and strategically oriented, therefore, it increased the agenda-setting powers of the project team, provided a better strategic overview, and improved the project's sustainability.

### **Good practice 3**

In any project, multiple external factors, especially unforeseen natural disasters, can affect activities. For this project, the 2023 earthquake had dire ramifications, and ensuring flexibility in budget allocation has been essential. For instance, the partnership with ISKUR was strengthened through earthquake support, which affected many provinces involved in the implementation. This level of flexibility ensures that achieved results do not disappear and may even be strengthened in the face of disasters.

## **6 Recommendations**

Based on the evaluation findings and conclusions, the evaluation prepared the following recommendations for Phase III and future similar programmes.

### **Recommendation 1: Ensure and continue constituents' active engagement in the programme's implementation, monitoring, and decision-making through technical cooperation.**

Social dialogue and tripartism are fundamental principles of the ILO and are cross-cutting elements to be implemented in all its projects and programmes. This is crucial to ensure political commitment, impact, and sustainability of interventions.

The current evaluation noted a limited engagement of constituents, specifically workers and some government agencies, particularly at the beginning of the programme. This is linked to the overall limited focus of the programme on the policy and system level.

Actions to be taken can include:

- Enhancing the role of the social partners in the design of interventions and in programme monitoring and decision-making. The Steering Committee and Advisory Board functions can enhance the voice of constituents by including regular, scheduled meetings with defined

agendas and ensuring that major decisions are reviewed by these bodies before implementation.

- Consider creating national-level technical working groups, including all constituents and relevant government line ministries, to discuss specific regulatory gaps and needs related to the programme’s objectives. These groups should have clear agendas, timelines, and deliverables. Ensure ways that technical working groups can feed into higher-level, strategic directions of the government.
- Delegate responsibilities in the programme (where possible) to constituents. This can include specific tasks such as conducting training sessions, leading focus groups, or overseeing certain aspects of programme implementation. Assign specific roles and responsibilities with corresponding timelines and expected outcomes to ensure accountability and engagement.

Addressed to:	Timeline:	Priority-level:	Level of resources required:
ILO Türkiye and the programme team, constituents and relevant government ministries including MoLSS and PMM	Phase III timeline	High	Medium

**Recommendation 2: Add specific focus to the engagement, capacity, and priorities of trade unions and employer organisations as part of Phase III and future similar programmes.**

One challenge related to support for migrant / non-native workers is that trade unions and employer organisations do not include their representation in their agenda. This is a challenge in Türkiye as well. At the same time, trade unions could provide support for formalisation and advice on workers’ rights.

The capacity of trade unions and employer organisations should focus on decent work principles in general, which would benefit both SuTP and TC equally.

Actions to be taken can include:

- Engage with ILO MIGRANT to identify best practices on the promotion of migrant/non-native workers’ rights by trade unions and employer organisations. This could involve organising workshops where successful case studies are presented, and trade union representatives can learn from these examples.
- Engage with ILO ACTRAV and ACTEMP to learn about the best practices to engage with employer and trade union organisations to support social dialogue. Promote knowledge exchange on overcoming specific challenges or difficulties.
- Enhance the capacity of trade unions and employer organisations to understand the components of decent work and advocate for decent work in social dialogue. This can be achieved by developing and delivering targeted training programmes and setting up capacity-building sessions tailored to leaders and members.
- Continue to raise awareness among SuTP on their opportunities to join trade unions. This can include organising informational sessions in collaboration with local NGOs to explain the benefits and processes of joining trade unions and a presence at local centres for Syrian refugees.

Addressed to:	Timeline:	Priority-level:	Level of resources required:



ILO Türkiye and the programme team, ILO MIGRANT and ACTRAV	Phase III and future projects	Medium	High
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**Recommendation 3: Enhance the monitoring tools of the programme to assess the quality and qualitative outcomes of the programme.**

The programme indicators and monitoring focus largely on the number of participants in activities, and the number of beneficiaries of support. While this is suitable to assess the scope of the programme’s achievement, several important programme dimensions are left out. Work-based learning, for example, depends on its effectiveness on the quality of mentoring, feedback, and delegation by supervisors. These aspects of programme quality were not measured.

Actions to be taken can include:

- Preparing guidelines and standards for IPs and employers on what quality ISMEP comprises of, and identify procedures for IPs to measure fulfilment of the standards.
- Continue to gather feedback from participants on the quality of WBL and their satisfaction with different elements of the WBL (against the standards). This can be achieved through regular surveys, focus groups, and feedback forms that allow participants to assess their experiences and suggest improvements. Some of these aspects have already been incorporated in Phase III. This trend should be strengthened and continued in Phase III and future projects. Develop qualitative indicators to capture and report data on the quality of services and ISMEP. These indicators could include measures of participant satisfaction, mentor effectiveness, and the relevance and application of skills learned.

Addressed to:	Timeline:	Priority-level:	Level of resources required:
ILO programme staff	Phase III	Medium	Medium

**Recommendation 4: Continue analysing and enhancing focus on the needs of women with regards to formalisation and decent work throughout the last programme Phase.**

Data collected throughout Phases I and II has demonstrated that women face particular challenges in obtaining formal employment. Challenges link both to the general labour market trends (same as for men), but also to issues related to childcare, and social perceptions on women’s employment.

After an initial lack of focus on women in the programme, more attention is paid to these particular needs in the recent months and in Phase III. This trend should be strengthened and continued in Phase III and future projects.

Actions to be taken can include:

- Continue disaggregating indicators and progress assessments by gender, to determine whether overall approaches are equally effective for men and women
- Continue researching what particular challenges women face in terms of formalisation and decent work

- Assess the barriers faced by employers to provide equal opportunities to women and to hire women on formal contracts. This can be achieved through roundtable discussions and collaboration with industry associations to understand and address these barriers.
- Consider mentorship programmes for women to enhance employability.

Addressed to:	Timeline:	Priority-level:	Level of resources required:
ILO programme staff	Phase III	High	Low

**Recommendation 5: Continue providing (long-term) support to Türkiye to create decent, formal work opportunities for all its citizens and residents.**

The challenges faced by the programme beneficiaries link to broader weaknesses of the Turkish labour market, as well as to a disconnect between VET/higher education and the needs of employers (skills gaps and skills mismatches), the large share of informal employment, and economic downturns and inflation. Systemic solutions, involving multiple ministries and sectors, need to be found to create more formal opportunities and job-seekers with suitable skills.

Actions to be taken include:

- Assess the gaps and weaknesses in the legal and policy system as they relate to decent work and provide support to the government (through tripartism) to address these gaps and ensure policy coherence.
- Assess the gaps in the enforcement of employment laws.
- Further support or cooperate with other projects, such as the ‘ILO Workplace Compliance through Labour Inspection Guidance and Social Dialogue (WPC)’, to support the capacity building of key institutions for decent work promotion and enforcement, such as labour inspection authorities, social security institutions, and the public employment agency.
- Raise awareness among employers, employees, and job-seekers (e.g. through employer representatives and trade unions) on the benefits of formal employment and the rights of employees according to the law.
- Conduct peer-learning with other countries that have found effective solutions for integrating Syrian refugees into national employment systems.

Addressed to:	Timeline:	Priority-level:	Level of resources required:
ILO Türkiye, ILO HQ	Future projects	Medium	High

**Recommendation 6: Cooperate with relevant ministries to address specific legal restrictions that hinder long-term formalisation of SuTP in employment or business.**

A crucial weakness faced by the programme is the fact that the law hinders SuTP from obtaining work permits or business permits for a longer period of time. Although the programme supported them to obtain the permit, after one year, the procedure would have to be repeated. Many respondents indicated that they do not have the (financial) resources to re-apply, and therefore land back into informality.

Additionally, in some municipalities, respondents noted that local procedures conflicted with national laws. E.g. the workplace license can only be granted if the national approval has been obtained, but the national approval can only be granted if the local permit has been granted. Such legal restrictions have hindered programme effectiveness and impact.

Actions to be taken can include:

- Assess the interest of constituents to create a working group with ministries, and encourage them to cooperate with each other to compare legislation against the programme findings to identify the gaps and discrepancies related to SuTP’s temporary status and possible barriers to long-term labour market integration.
- As for recommendation 5; conduct peer-learning with other countries that have found effective solutions for integrating Syrian refugees into national employment systems.
- Advocate for legislative changes to extend the duration of work and business permits for SuTP, reducing the frequency of reapplication and associated costs. This can include presenting evidence of the benefits of longer-term permits to lawmakers.
- Develop streamlined processes for obtaining and renewing work and business permits at the national and local levels and training sessions.

<b>Addressed to:</b>	<b>Timeline:</b>	<b>Priority-level:</b>	<b>Level of resources required:</b>
ILO Türkiye and the programme team, ILO HQ, constituents and relevant government ministries including MoLSS and PMM	Phase III	High	Medium

## Annex 1. Evaluation matrix

Table 7. EVALUATION QUESTIONS FOR RELEVANCE & COHERENCE

Main question	SUB-QUESTIONS	Methods	Indicators
<b>How well do the project's objectives align with the employment needs of SuTP and Turkish citizens?</b>	How well do the project's objectives (incl. skills development, transition to formality, and the formalisation of micro-enterprises) align with the employment needs of SuTP (incl. specifically of women)?	<ul style="list-style-type: none"> <li>- Desk research on employment needs of SuTP</li> <li>- FGDs with SuTP</li> <li>- Interviews</li> <li>- Surveys</li> </ul>	<p>Alignment between employment needs of SuTP and programme objectives.</p> <p>Examples of the programme adapting to changes in the employment needs of SuTP.</p> <p>Examples of a needs assessment of SuTP employment in the programme documentation.</p> <p>SuTP's (incl. vulnerable groups') perception of the alignment between their employment needs and the programme objectives.</p> <p>% of SuTP who believe that the objectives continue to meet their needs</p>
	How well do the program's objectives (incl. skills development, transition to formality, and the formalisation of micro-enterprises) align with the employment needs of Turkish citizens (incl. specifically of women)?	<ul style="list-style-type: none"> <li>- Desk research on employment needs of TC</li> <li>- FGDs with TC</li> <li>- Interviews</li> <li>- Surveys</li> </ul>	<p>Alignment between the employment needs of TC and programme objectives.</p> <p>Examples of the programme adapting to changes in the employment needs of TC.</p> <p>Examples of a needs assessment of TC's employment in the programme documentation.</p> <p>TC's (incl. vulnerable groups') perception of the alignment between their employment needs and the programme objectives.</p> <p>% of TC who believe that the objectives continue to meet their needs</p>
<b>How well do the project's objectives align with the needs of employers?</b>	How well do the project's objectives align with the needs of employers?	<ul style="list-style-type: none"> <li>- Desk research on employers' needs</li> <li>- Interviews</li> <li>- Surveys</li> </ul>	<p>Employer feedback on the relevance and adequacy of the training provided by the project, and the skills development of new employees.</p> <p>Level of collaboration between the programme and employers in identifying workforce needs and designing training programs.</p> <p>Level of satisfaction with support received for training (i.e., IT needs or language support).</p> <p>% of employers stating that the objectives align with their needs</p>
<b>How well is the programme aligned with</b>	How well is the programme aligned with other ILO interventions in the	<ul style="list-style-type: none"> <li>- Programme documentation</li> <li>- Interviews</li> </ul>	Degree of coordination between the programme and other ILO interventions in

<p><b>other initiatives in the country?</b></p>	<p>country (incl. ILO's Programme of Support for the Response to the Refugees in Türkiye)?</p>		<p>Türkiye (regular communication, joint planning meetings, and collaboration on activities).</p> <p>Alignment of the project's objectives with the broader goals and objectives of other ILO interventions in Türkiye in the same area.</p> <p>Perceptions of key stakeholders, including end-beneficiaries, partner organisations, and government agencies, regarding the alignment and collaboration between the programme and other ILO interventions in Türkiye.</p>
	<p>How well is the programme aligned with other international development initiatives (including the UN Regional Refugee and Resilience Programme (3RP) and the UN Development Cooperation Strategy (UNDCS))?</p>	<ul style="list-style-type: none"> <li>- Programme documentation</li> <li>- Interviews</li> </ul>	<p>The extent of collaboration between the programme and other international development initiatives in Türkiye, including regular communication, joint planning meetings, and cooperative engagement in activities.</p> <p>The degree to which the project's objectives align with the overarching goals and objectives of related international development efforts in Türkiye operating in the same field.</p> <p>Stakeholder perceptions, encompassing feedback from end-beneficiaries, partner organisations, and governmental bodies, regarding the project's alignment and collaboration with other international development initiatives in Türkiye.</p>
	<p>How well is the programme aligned with national development frameworks?</p>	<ul style="list-style-type: none"> <li>- Programme documentation</li> <li>- Interviews</li> </ul>	<p>The extent of collaboration between the programme and the national governments of Türkiye, including regular communication, joint planning meetings, and cooperative engagement in activities.</p> <p>The degree to which the project's objectives align with the overarching goals and objectives of related international development efforts in Türkiye operating in the same field.</p> <p>Stakeholder perceptions, encompassing feedback from end-beneficiaries, partner organisations, and governmental bodies, regarding the project's alignment and collaboration with other international development initiatives in Türkiye.</p>

*Table 8. EVALUATION QUESTIONS FOR VALIDITY OF DESIGN*

Main question	SUB-QUESTIONS	Methods	Indicators
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<b>To what extent was the programme internally logical?</b>	Are the programme outputs and outcomes causally linked to the expected outcomes and impact? If so, how?	<ul style="list-style-type: none"> <li>- Desk research on the programme logframe, activities, and ToC</li> <li>- Interviews with ILO staff</li> </ul>	<p>Extent to which expected outcomes would be caused by activities and outputs.</p> <p>Extent to which interview respondents perceive a causal connection between outputs and outcomes.</p> <p>Extent to which the evaluation of the effectiveness criterion provides evidence for the causality between the outputs, outcomes, and impact.</p>
	Do all the programme components support the overarching objective?	<ul style="list-style-type: none"> <li>- Desk research on programme activities and results</li> <li>- Interviews with ILO staff</li> <li>- FGDs</li> </ul>	<p>Extent to which respondents perceive that the different programme components are interlinked</p> <p>Examples of mutual reinforcement between the components</p> <p>Extent to which the evaluation of the effectiveness criterion provides evidence for the mutual reinforcement of components.</p>
<b>To what extent did the programme include stakeholders in its design and activities?</b>	To what extent did the programme design phase include constituents, including the private sector and MoFLSS DG International Labour Force?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> </ul>	<p>Nr. of constituent representatives involved in the design phase.</p> <p>% of representational bodies representatives who believed that they were adequately consulted during programme design.</p> <p>Nr. of partnerships established with the private sector, representative bodies of employers, tradespersons and micro-enterprises.</p> <p>Presence/lack of needs assessment done for constituents.</p> <p>Presence/lack of available channels for feedback from constituents to the programme design.</p> <p>Constituents' feedback on their engagement level, measured by FGDs and interviews.</p>
	To what extent did the programme ensure that target end-beneficiaries, specifically women and vulnerable groups, actively participate in the programme activities?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> <li>- FGDs</li> </ul>	<p>% of end-beneficiaries (esp. women and vulnerable groups) involved, and their drop-out rate, if available, measured in the programme documentation.</p> <p>% of end-beneficiaries who believe that they could actively participate.</p> <p>Presence/lack of needs assessment done specifically for women and vulnerable groups.</p>

			<p>Nr. of partnerships established with local women's groups (or representatives of vulnerable groups).</p> <p>% of women and vulnerable group members reached by programme outreach efforts compared to the total population of women and vulnerable groups in the target area.</p> <p>Presence/lack of measures taken (incl. COVID-proof measures) to include end-beneficiaries in a participatory way mentioned in programme documentation and by staff.</p> <p>Perception of end-beneficiaries (esp. women and vulnerable groups), on their satisfaction with the inclusiveness of programme activities, measured by interviews and FGDs.</p>
<p><b>How have gender equality and non-discrimination considerations been incorporated into the design of programme activities?</b></p>	<p>To what extent have gender equality and non-discrimination principles been integrated into the design and implementation of programme activities?</p>	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> <li>- FGDs</li> </ul>	<p>% of programme activities with gender-disaggregated and data specifically for vulnerable groups (incl. PWDs) collected during implementation.</p> <p>% of women end-beneficiaries, or people from vulnerable groups, who believe that they were supported to participate actively. Evaluation of programme communication materials, activities and messages to assess the extent to which they incorporate gender-sensitive language and imagery, promoting inclusivity and non-discrimination.</p> <p>Perception of end-participants on the extent to which the programme integrated gender equality principles.</p>
	<p>What specific initiatives or support mechanisms, if any, were considered to increase the inclusion of women and PWD in employment opportunities?</p>	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>Nr. of documented support programs or initiatives specifically targeting the inclusion of women and PWD in employment opportunities mentioned in documentation and interviews.</p> <p>% of the programme budget allocated to initiatives targeting the inclusion of women and PWD in employment.</p> <p>Nr. of partnership agreements established with organisations or agencies specialising in women's empowerment or disability rights.</p> <p>Evaluation of practices, if present, in terms of their feasibility in including women and PWD.</p> <p>Evaluation of the three components in terms of their feasibility to include women and PWD.</p>

<b>How has ILO's cross-cutting environmental sustainability concerns been integrated into the programme design?</b>	What specific environmentally sustainable solutions, if any, have the programme proposed or implemented to address environmental issues?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Nr. of environmentally sustainable solutions included (i.e. training activities) mentioned in programme documentation and interviews.</p> <p>Nr. of partnerships established with environmentally sustainable workplaces, private actors or microenterprises.</p> <p>% of the programme budget allocated to implementing environmentally sustainable solutions.</p> <p>Inclusion of specific indicators or targets related to environmental sustainability.</p>
	What measures, if any, has the programme taken to ensure the sustainability of the implemented environmental solutions beyond the project's duration?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Number of long-term planning documents or strategies developed by the programme outlining measures for sustaining environmental solutions post-programme mentioned by programme documentation or interviews.</p> <p>Examples/lack of environmental sustainability assessments of activities during the implementation.</p> <p>Examples/lack of documentation of monitoring mechanisms established to track the performance and effectiveness of environmental solutions post-project.</p>
<b>To what extent has the programme included social dialogue, tripartism and international labour standards?</b>	To what extent does the programme design include social dialogue and tripartism – both as a means to achieve objectives and as an objective in itself?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Examples of incorporating social dialogue and tripartism in the programme design (include stakeholder workshops with constituents and steering committees involving constituents).</p> <p>Nr. of tripartite communication activities planned for the implementation</p> <p>Constituents' perception that social dialogue and tripartism were considered during the design in interviews</p>
	To what extent does the programme design include the promotion of ILSs?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Examples/lack of the promotion of ILS in the programme design and programme documents (i.e., policy recommendations or awareness-raising activities for improving labour standards)</p> <p>Mentions of the promotion of ILS by stakeholders in interviews</p>



Table 9. EVALUATION QUESTIONS FOR EFFECTIVENESS

Main question	SUB-QUESTIONS	Methods	Indicators
<b>To what extent did the programme achieve its targets and outputs?</b>	Did the programme implement its foreseen activities?	<ul style="list-style-type: none"> <li>- Desk research on logframe, output indicators, activity logs</li> <li>- Interviews with programme staff</li> </ul>	<p># of planned activities implemented</p> <p># of planned activities missed</p>
	Did the programme achieve its planned targets?	<ul style="list-style-type: none"> <li>- Desk research on logframe, framework indicators and targets, activity logs</li> <li>- Interviews with programme staff</li> </ul>	<p># targets met</p> <p># targets exceeded</p> <p># targets not met</p>
	What factors caused the programme to miss targets or activities (if any)	<ul style="list-style-type: none"> <li>- Desk research on framework implementation</li> <li>- Interviews with programme staff</li> </ul>	<p>Examples of factors hindering the achievement of targets and implementation of activities, most commonly reported in programme documentation and by respondents</p>
<b>To what extent have the outcomes been achieved?</b>	What progress was achieved to increase decent job opportunities for SuTP and TC?	<ul style="list-style-type: none"> <li>- Programme documentation (logframes) review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys with employees and employers</li> <li>- FGDs</li> </ul>	<p>Targets for outcomes achieved in LogFrame</p> <p>Targets for outcomes missed in LogFrame</p> <p>% of end-beneficiaries who believe that their skills were reinforced</p> <p>% of employers who believe that they could hire skilled beneficiaries as a result of the project</p> <p>Perception of key stakeholders on the effectiveness of WBL Projects.</p> <p>Examples/lack of examples for gaps or limitations in the effectiveness of the project, particularly WBL.</p>
	What progress was achieved to enhance the	<ul style="list-style-type: none"> <li>- Programme documentation</li> </ul>	<p>Targets for outcomes achieved in LogFrame</p>

	<p>participation of SuTP and TC in formal employment?</p>	<p>(logframes) review</p> <ul style="list-style-type: none"> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> <li>- FGDs</li> </ul>	<p>Targets for outcomes missed in LogFrame</p> <p>% of beneficiaries who believe that they received effective training and information sessions to promote formalisation</p> <p>% of end-beneficiaries who entered formal employment</p> <p>% of beneficiaries reporting increased awareness of rules and regulations on the formal market, vocational training opportunities and loan opportunities</p> <p>% of beneficiaries reporting effective referrals</p> <p>Perception of key stakeholders on the effectiveness of BILMER Projects.</p>
	<p>What progress was achieved to increase awareness of SuTP, TC, and employers regarding formal employment processes?</p>	<ul style="list-style-type: none"> <li>- Programme documentation (logframes) review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> </ul>	<p>Targets for outcomes achieved in LogFrame</p> <p>Targets for outcomes missed in LogFrame</p> <p>% of employers who believe that they could hire SuTP and TC formally due to the project</p> <p>Perception of key stakeholders on the effectiveness of KIGEP and BILMER Projects.</p>
	<p>What progress was made to facilitate the transition to formality for SuTP and TU?</p>	<ul style="list-style-type: none"> <li>- Programme documentation (logframes) review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> </ul>	<p>Targets for outcomes achieved in LogFrame</p> <p>Targets for outcomes missed in LogFrame</p> <p>% of employers who report that the formalisation process was simplified</p> <p>% of employers who got work permit fees covered</p> <p>Perception of key stakeholders on the effectiveness of KIGEP and BILMER Projects.</p>
	<p>What measures were taken to promote the effectiveness of reaching programme objectives, based</p>	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Examples of instruments, tools or activities incorporated that contribute to effectiveness in interviews and programme documentation.</p> <p>Examples/lack of mentions of missed opportunities affecting results.</p>

	on the mid-term evaluation?		
	What factors supported/enabled the achievement of outcomes??	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	Enablers most commonly reported by interviewees and in programme documentation
	What factors hindered the achievement of outcomes?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	Barriers most commonly reported by interviewees and in programme documentation
<b>To what extent was the partnership strategy effective?</b>	To what extent was the partnership strategy effective?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>% of stakeholders expressing satisfaction with or appreciating the unique value of partnership strategy in interviews.</p> <p>% of stakeholders indicating that the partnerships improved the effectiveness of the project</p> <p>Examples of partnerships contributing to effectiveness in interviews and programme documentation.</p>
	To what extent was social dialogue used to enhance the programme outcomes?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Instances where stakeholders explicitly mention the impact of social dialogue on shaping programme strategies, plans, or interventions.</p> <p>Examples/lack of outcomes or results that were due to social dialogue.</p> <p>Examples/lack of mentions of missed opportunities for social dialogue affecting results.</p>
	To what extent did the programme design facilitate the coordination of technical support among partners in two cities where all three programme components were	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Nr. of joint activities or initiatives planned and executed collaboratively or joint problem-solving mechanisms between partners in the three programme components.</p> <p>% of technical resources (e.g., equipment, expertise, funding) shared between partners in the three programme components.</p>

	being implemented?		Examples/lack of examples of gaps in collaboration of technical support between the three programme components.
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Table 10. EVALUATION QUESTIONS FOR EFFICIENCY

Main question	SUB-QUESTIONS	Methods	Indicators
<b>How efficient was the programme implementation with regard to available resources?</b>	To what extent were there enough financial resources available to achieve the outcomes?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interview with staff and donor</li> </ul>	<p>Extent to which the budget aligned with expected outcomes and impact.</p> <p>Comparison between the allocated budget and actual expenditures to assess financial resource utilisation.</p> <p>Perception of programme staff and donor considering the availability of financial resources.</p>
	To what extent were there enough human resources available to achieve the outcomes?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interview with staff and donor</li> </ul>	<p>Extent to which HR allocation aligned with expected outcomes and impact.</p> <p>% of available human resources (staffing, expertise) actively engaged in programme tasks and activities.</p> <p>Perception of programme staff and donor considering the availability of human resources.</p>
	How effectively did the programme utilise its available time resources to accomplish tasks and meet programme milestones?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interview with staff and donor</li> </ul>	<p>% of programme tasks and milestones completed within their scheduled timeframes.</p> <p>Ratio of time spent on programme tasks to allocated time resources.</p> <p>Perception of programme staff and donor considering the efficiency of the project.</p>
	How efficiently were the programme funds disbursed and managed to support programme activities and objectives?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interview with staff and donor</li> </ul>	<p>% of allocated budget utilised for programme activities and operations.</p> <p>Cost per unit of output or outcome achieved by the project.</p> <p>Examples of efficient practices during implementation.</p> <p>Perception of programme staff and donor considering the efficiency of the project.</p>

	To what extent were resources extraordinarily allocated to earthquake survivors efficiently used?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with staff</li> </ul>	<p>Comparison between the allocated resources and the actual resources utilised for relief efforts.</p> <p>Transparency level of resource allocation processes, including decision-making criteria, beneficiary selection, and distribution mechanisms.</p> <p>Instances of resource misuse during relief efforts and their impact on overall resource efficiency.</p> <p>Presence/lack of monitoring mechanisms to track the utilisation and impact of allocated resources.</p>
<b>How efficient was the programme management?</b>	To what extent did the programme management structure support cost-effective implementation?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with staff</li> </ul>	<p>Examples of efficiency and lack of efficiency due to programme management structure as reported in programme documents and by interviews.</p> <p>Extent to which respondents perceive that the programme management structure contributed to programme efficiency.</p> <p>Extent of usability of the monitoring and reporting system.</p> <p>Examples/lack of lost resources due to miscommunication or mismanagement.</p>
	What are bottlenecks which can be identified in regard with using programme resources efficiently, if any?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with staff</li> </ul>	<p>% of programme resources (e.g., budget, staff time) exceeding planned allocation levels.</p> <p>Presence/lack of specific areas or tasks where resource overutilisation occurred and its impact on programme efficiency.</p> <p>Nr. of dependencies between programme tasks or activities causing delays or resource constraints.</p> <p>Examples of bottlenecks identified by staff and programme documentation.</p>

Table 11. EVALUATION QUESTIONS FOR SUSTAINABILITY & IMPACT

Main question	SUB-QUESTIONS	Methods	Indicators
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<b>To what extent will implementing partners sustain results?</b>	To what extent do partners have increased ownership and capacity to sustain results?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> </ul>	<p>Level of ownership and capacity demonstrated by implementing partners in FGDs and interviews.</p> <p>% of implementing partners who believe they have increased ownership and capacity.</p> <p>Nr. of capacity-building activities conducted for implementing partners to enhance their skills and knowledge related to sustainability.</p> <p>Presence/lack of independent strategies/plans to continue activities/sustain results as mentioned by programme documents or interviews.</p>
	To what extent have planning, monitoring, and knowledge sharing reinforced sustainability efforts?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Nr. of examples for sustainability plans developed by implementing partners outlining strategies for maintaining programme results.</p> <p>Frequency and effectiveness of monitoring and evaluation activities conducted by implementing partners to track progress towards sustainability goals.</p> <p>Level of knowledge sharing and collaboration among implementing partners to exchange best practices and lessons learned in sustaining programme outcomes.</p> <p>Perception of implementing partners on the reinforcement of their sustainability efforts.</p>
	What factors, if any, can affect the sustainability of the results?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>Presence/lack of external factors (e.g., policy changes, economic fluctuations) that may impact the sustainability of programme results by programme documents and interviews.</p> <p>Number of potential social, cultural, or environmental factors that may influence the long-term sustainability of programme results.</p> <p>Perception of stakeholders on factors affecting the sustainability of the project.</p>

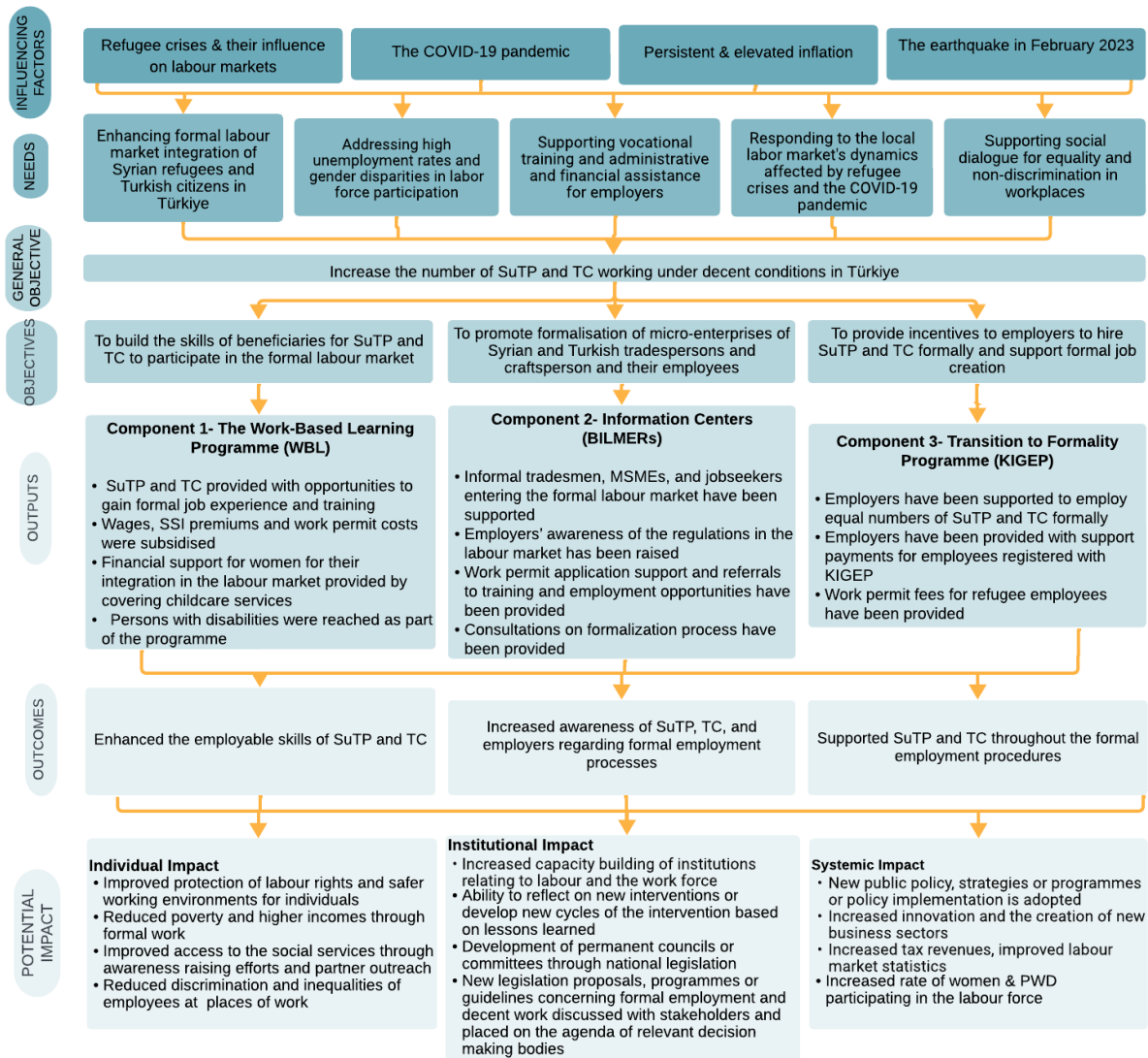
<b>To what extent are the results achieved sustainable for beneficiaries?</b>	To what extent is the amount of cash support provided adequate to attract and maintain long-term employment for the target beneficiaries (esp. women and PWDs)?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> <li>- FGDs</li> </ul>	<p>Adequacy of the cash support in comparison to industry standards or local wage rates for similar employment opportunities.</p> <p>% of beneficiaries who reported that the cash support received was sufficient to meet their employment needs and sustain their livelihoods.</p> <p>Feedback from beneficiaries on the adequacy of the level of cash support.</p>
	To what extent was the programme successful in extending job placement beyond the six months for target end-beneficiaries?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- Surveys</li> </ul>	<p>% of beneficiaries who retained employment beyond six months.</p> <p>Perception of key stakeholders on the project's success in extending job placement.</p> <p>Differences in job retention rates between different beneficiary groups (e.g., women, PWDs).</p>
	What factors, if any, affected sustaining employment (incl. specifically for women)?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>External factors (e.g., economic downturn, lack of job opportunities) that may have affected the sustainability of employment for target beneficiaries.</p> <p>Internal factors such as skills mismatches, workplace discrimination, or lack of social support may have hindered job retention for women and PWDs.</p> <p>Perception of target beneficiaries on the factors that affect their job retention.</p>
<b>What signs of expected or unexpected impact of Phase I and II are visible so far?</b>	What signs of expected or unexpected impact on an individual level of Phase I and II are visible so far (including labour rights, working conditions, higher incomes, access to social services)	<ul style="list-style-type: none"> <li>- Interviews</li> <li>- Survey</li> <li>- Programme documentation review</li> <li>- FGDs</li> </ul>	<p>Perception of individual impact among interviewed stakeholders</p> <p>Share of respondents who saw impact on an individual level</p> <p>Examples of impact on an individual level from programme documents</p>

	and reduced discrimination)?		
	What signs of expected or unexpected impact on an institutional level of Phase I and II are visible so far (including institutions' capacity)?	<ul style="list-style-type: none"> <li>- Interviews</li> <li>- Survey</li> <li>- Programme documentation review</li> <li>-</li> </ul>	<p>Perception of institutional impact among interviewed stakeholders</p> <p>Share of respondents who saw impact on an institutional level</p> <p>Examples of impact on an institutional level from programme documents</p>
	What signs of expected or unexpected impact on a systemic level of Phase I and II are visible so far (including new public policy or strategies)?	<ul style="list-style-type: none"> <li>- Interviews</li> <li>- Survey</li> <li>- Programme documentation review</li> <li>-</li> </ul>	<p>Perception of systemic impact among interviewed stakeholders</p> <p>Share of respondents who saw impact on a systemic level</p> <p>Examples of impact on a systemic level from programme documents</p>
<b>To what extent did the programme achieve impact on ILO's crosscutting concerns?</b>	To what extent did the programme impact gender equality and women's rights?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>Extent to which targets for women's participation was achieved.</p> <p>Extent to which barriers for women in formal employment were addressed.</p> <p>Perception of women target beneficiaries on the factors the potential for sustainability.</p> <p>Perception of key stakeholders on the project's impact on women in formal employment.</p> <p>Perception of employers increasing their willingness to employ women.</p>
	To what extent did the programme create impact for persons with disabilities?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Extent to which targets for PWD participation were achieved.</p> <p>Extent to which barriers for PWD in formal employment were addressed.</p>



		<ul style="list-style-type: none"> <li>- FGDs</li> </ul>	<p>Perception of PWD target beneficiaries on the factors of the potential for sustainability.</p> <p>Perception of key stakeholders on the project's impact on PWD in formal employment.</p> <p>Perception of employers increasing their willingness to employ PWD.</p>
	To what extent did the programme create impact towards environmental sustainability?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> </ul>	<p>Mentions of considerations of environmental sustainability in programme documents and programme design</p> <p>Perception of inclusion of environmental sustainability in programme design and implementation in interviews</p>
	To what extent did the programme create impact towards enhanced social dialogue and tripartism?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>Mentions of considerations of enhanced social dialogue and tripartism in programme documents and programme design</p> <p>Perception of inclusion of enhanced social dialogue and tripartism in programme design and implementation in interviews</p>
	To what extent did the programme create impact linked to the adoption and implementation of ILS?	<ul style="list-style-type: none"> <li>- Programme documentation review</li> <li>- Interviews with key stakeholders</li> <li>- FGDs</li> </ul>	<p>Mentions of considerations of adoption and implementation of ILS annual reports</p> <p>Perception of inclusion of adoption and implementation of ILS in programme design and implementation in interviews</p>

## Annex 2. Logical framework analysis matrix



## Annex 3. Questionnaires

### Interview questionnaires (national level)

1. INTRODUCTION			
<p>Could you briefly introduce yourself, your organisation and how you were involved in the Programme to “Promote Decent Work for Syrians under Temporary Protection and Turkish Citizens”? Since when were you involved in the Project?</p>			
Relevance & COHERENCE		RESPONDENTS	
1	<p>What do you see as the main challenges and needs of the programme in relation to skills development and transition to formality in the labour sector in Türkiye?</p> <p>Do you think the three components (ISMEP, BILER, and KIGEP) were most suitable for addressing these challenges?</p>	<p>ILO PROGRAMME STAFF, DEVELOPMENT PARTNERS, DONORS, CONSTITUENTS</p>	<p>HQ,</p>
3	<p>How did the programme contribute to ILO’s mandates and strategies regarding skills development, decent work, transition to formality, and the formalisation of micro-enterprises?</p>	<p>ILO PROGRAMME STAFF, CONSTITUENTS</p>	<p>HQ, DONORS,</p>
4	<p>How well is the programme aligned with other ILO interventions in the country (incl. ILO’s Programme of Support for the Response to the Refugees in Türkiye)?</p>	<p>ILO PROGRAMME STAFF, DEVELOPMENT PARTNERS</p>	<p>HQ,</p>

VALIDITY OF DESIGN		RESPONDENTS	
1	<p>Do you believe that the activities and outputs planned for the programme can achieve the intended impact during the design phase?</p> <p>To what extent do you think the planned activities were suitable to achieve the impact?</p>	<p>PROGRAMME STAFF</p>	
2	<p>To what extent did the programme design phase include constituents?</p>	<p>PROGRAMME STAFF, CONSTITUENTS</p>	

3	To what extent were gender equality concerns considered during the design?  To what extent does the programme design include the promotion of International Labour Standards?	PROGRAMME STAFF, CONSTITUENTS
4	How, if at all, was social dialogue utilised in the design of the project? Were there any difficulties in including social dialogue and tripartism during the design phase?	ILO HQ, PROGRAMME STAFF, DEVELOPMENT PARTNERS
5	What efforts and activities were included to ensure active participation by end-beneficiaries?  Were there efforts and activities included to ensure the active participation of women and PWD specifically?	PROGRAMME STAFF
6	How were representative bodies of employers, tradespersons and micro-enterprises encouraged to participate in activities?	PROGRAMME STAFF
7	Did the design or implementation identify any environmental issues, and if so, were sustainable solutions provided?	PROGRAMME STAFF

EFFECTIVENESS		RESPONDENTS
1	How effectively were target beneficiaries' training needs addressed and understood? To what extent did target end-beneficiaries' skills and education align with their job placement?	PROGRAMME STAFF, CONSTITUENTS
2	To what extent was the ISMEP/WBL programme effectively supporting formal employment? How successful was it in overcoming the main challenges related to securing formal employment?	PROGRAMME STAFF, CONSTITUENTS
3	To what extent was the BILMER programme effectively supporting micro-enterprises and tradespersons to enter the formal labour market? How successful was it in overcoming the main challenges related to formalisation?	PROGRAMME STAFF, CONSTITUENTS

4	To what extent was the KIGEP programme effective in providing incentives to hire SuTP and TC formally?  What, if any, specific measures have been implemented to address the challenges of increasing women participants in KIGEP?	PROGRAMME STAFF, CONSTITUENTS
5	To what extent do you perceive improvements in employment opportunities for StuP and TC workers as a result of programme interventions? If present, what were some concrete examples?	PROGRAMME STAFF, DEVELOPMENT PARTNERS, CONSTITUENTS
6	To what extent are you satisfied with the established partnerships? To what extent and in what way did they contribute to or hinder programme outcomes?	PROGRAMME STAFF, DONOR
7	Were there sufficient opportunities for tripartite communication? Do you think social dialogue helped to achieve outcomes? If so, how?	ILO HQ, PROGRAMME STAFF, CONSTITUENTS

	EFFICIENCY	RESPONDENTS
1	Do you think enough financial resources have been available to achieve the outcomes?	PROGRAMME STAFF
2	Do you think enough human resources have been available to achieve the outcomes?	PROGRAMME STAFF, DONOR
3	How effectively did the programme utilise its available time resources to accomplish tasks and meet programme milestones? Can you provide specific examples of exceptionally efficient or inefficient use of time?	PROGRAMME STAFF, DONOR
4	How efficiently were the programme funds disbursed and managed to support programme activities and objectives? Can you provide specific examples of efficiency or inefficiency?	PROGRAMME STAFF, DONOR

5	Do you think the programme management structure supports cost-effective implementation? Can you provide specific examples of efficiency or inefficiency in the management structure?	PROGRAMME STAFF, DONOR
6	What are bottlenecks which can be identified regarding using programme resources efficiently, if any?	PROGRAMME STAFF, DONOR
7	To what extent do you think the budget for emergency relief following the earthquake in 2023 was spent efficiently?	PROGRAMME STAFF, DONOR

SUSTAINABILITY & IMPACT		RESPONDENTS
1	To what extent do partners have increased ownership and capacity to sustain results?	PROGRAMME STAFF, CONSTITUENTS
2	To what extent have planning, monitoring, and knowledge sharing reinforced sustainability efforts?	PROGRAMME STAFF
3	<p>What factors, if any, can affect the sustainability of the results?</p> <p>Specifically, what can affect the sustainability of job placement and retention beyond 6 months in the ISMEP component?</p> <p>Would employers be able to continue the WLB with financial coverage of work permit fees?</p>	ILO HQ, PROGRAMME STAFF, CONSTITUENTS
4	If at all, to what extent did the programme create impact towards environmental sustainability? Can you provide examples to illustrate your point?	PROGRAMME STAFF, CONSTITUENTS
5	To what extent did the programme create impact towards enhanced social dialogue and tripartism?	ILO HQ, PROGRAMME STAFF, CONSTITUENTS

6	To what extent did the programme create impact linked to the adoption and implementation of ILS and gender equality?	PROGRAMME STAFF, CONSTITUENTS
7	Have you already noticed any of the following impacts on beneficiaries on an individual level, including improved protection of rights, reduced poverty, access to services, or reduced discrimination?	PROGRAMME STAFF, CONSTITUENTS
8	Have you already noticed any of the following impacts on the level of institutions, including improved institutional capacity or agenda setting regarding employment formalisation?	CONSTITUENTS, PROGRAMME STAFF
9	Have you already noticed any of the following impacts on a systemic level, including new policies or strategies or increased rates of women and PWD in the formal labour force?	CONSTITUENTS, PROGRAMME STAFF

## Interview questionnaires (province level)

1. INTRODUCTION	
<p><b>Could you briefly introduce yourself, your organisation and how you were involved in the Programme to “Promote Decent Work for Syrians under Temporary Protection and Turkish Citizens”? Since when were you involved in the Project?</b></p>	
<b>Relevance &amp; COHERENCE</b>	<b>RESPONDENTS</b>
<p><b>1</b> What do you see as the main challenges and needs of the programme in relation to skills development and transition to formality?</p> <p>Do you think the three components (ISMEP, BILER, and KIGEP) were most suitable for addressing these challenges?</p>	PARTNERS, EMPLOYERS, NGOs
<p><b>2</b> Considering the project's theme of refugee relief and decent work opportunities, what are your specific needs and interests?</p> <p>Would you say that the activities considered your priorities?</p>	PARTNERS, EMPLOYERS, NGOs

<b>3</b>	<p>Have you been involved in other projects or initiatives targeting skills development and labour formalisation, including SuTP, gender equality or PWD? If so, where did this programme take place?</p> <p>If yes, did you notice any overlaps between the programme and the other initiative, or did the initiatives complement each other?</p>	PARTNERS, EMPLOYERS, NGOs

VALIDITY OF DESIGN		RESPONDENTS
<b>1</b>	Do you think the programme has ensured that target end-beneficiaries, specifically women and vulnerable groups, actively participate in the programme activities?	PARTNERS, EMPLOYERS
<b>2</b>	To what extent do you think the programme ensured that partners actively participated in the programme activities? Was there anything missing to encourage involvement?	PARTNERS
<b>3</b>	To what extent have gender equality and non-discrimination principles been integrated into the design and implementation of programme activities? Can you give examples to illustrate your point?	PARTNERS, EMPLOYERS
<b>4</b>	What specific initiatives or support mechanisms, if any, were done to increase the inclusion of women and PWD in employment opportunities?	PARTNERS, EMPLOYERS

EFFECTIVENESS		RESPONDENTS
<b>1</b>	<p>To what extent do you think the ISMEP/IWBL programme supported employers in hiring skilled workers?</p> <p>Were incentives sufficient for employers to encourage formal employment?</p> <p>Were incentives sufficient for employers to encourage formal employment of women and PWD?</p>	PARTNERS, EMPLOYERS



2	<p>To what extent do you think the BILMER programme supported employers and government institutions in increasing awareness of rules and regulations on the formal market, vocational training opportunities and loan opportunities?</p> <p>Were there any gaps you noticed in the implementation?</p>	PARTNERS, EMPLOYERS
3	<p>To what extent do you think the BILMER programme effectively provided training and information sessions to promote formalisation?</p> <p>Were there any gaps you noticed in the implementation?</p>	PARTNERS, EMPLOYERS
4	<p>To what extent do you think the KIGEP programme effectively supported the formal hiring of SuTP and TC?</p> <p>Were there any gaps you noticed in the implementation?</p>	PARTNERS, EMPLOYERS
5	<p>What were the improvements, if any, to employment opportunities for SuTP and TC that resulted from the programme activities?</p>	PARTNERS, EMPLOYERS
6	<p>Do you think there was an alignment between job opportunities and SuTP and TC qualifications?</p> <p>What, if any, were barriers to matching suitable job placements with job seekers in the project?</p>	PARTNERS, EMPLOYERS
7	<p>To what extent do you think the programme supports the enhancement of skills and performance of job trainees within ISMEP/WBL?</p> <p>Were there any gaps you noticed in the implementation?</p>	PARTNERS, EMPLOYERS
8	<p>What was the level of cooperation between the programme team and implementing partners? How well did the cooperation between the programme team and implementing partners work?</p> <p>To what extent was there alignment of the initiative goals and objectives between implementing partners and the programme team?</p>	PARTNERS, EMPLOYERS
9	<p>Did you receive sufficient technical support from the programme team and implementing partners?</p>	EMPLOYERS

<b>10</b>	Were there sufficient opportunities for tripartite communication? Do you think social dialogue helped to achieve outcomes? If so, how?	PARTNERS, EMPLOYERS

EFFICIENCY		RESPONDENTS
<b>1</b>	Did you receive sufficient resources and support from the ILO programme team to achieve the expected outcomes?  Were there unexpected resource needs that impacted results or programme success?	PARTNERS, EMPLOYERS
<b>2</b>	How efficient, in terms of spending money and time, do you think, were the ILO team's practices? Were there bottlenecks that arose?	PARTNERS

SUSTAINABILITY & IMPACT		RESPONDENTS
<b>1</b>	To what extent do you have ownership and capacity to continue the activities without ILO support?	PARTNERS, EMPLOYERS
<b>2</b>	Do you think there were sufficient capacity-building activities that supported your knowledge and skills to sustain programme activities?  Do you think there were reinforcements that supported the capacity to continue the activities without ILO support?	PARTNERS, EMPLOYERS
<b>3</b>	Do you think there was sufficient knowledge sharing and collaboration among partners to exchange best practices and lessons learned in sustaining programme outcomes and monitoring?	PARTNERS
<b>4</b>	What factors, if any, can affect the sustainability of the results?	PARTNERS, EMPLOYERS, NGOs

5	Do you think the amount of the cash support provided is adequate to attract and maintain long-term employment for the target women and PWD beneficiaries?	PARTNERS, EMPLOYERS, NGOs
6	Do you think the programme was successful in extending job placement beyond the six months for target end-beneficiaries?	PARTNERS, EMPLOYERS
7	What factors, if any, affected sustaining employment, incl. specifically for women?	PARTNERS, EMPLOYERS, NGOs
8	Have you already noticed any of the following impacts on beneficiaries on an individual level, including improved protection of rights, reduced poverty, access to services, or reduced discrimination?	PARTNERS, EMPLOYERS, NGOs

## FGD questionnaires

MAIN QUESTION	GUIDING QUESTIONS OR PROMPTS FOR FOLLOW-UP
<b>Can you briefly introduce yourself?</b>	
<b>What were your main challenges in accessing formal employment before joining the project?</b>	<ul style="list-style-type: none"> <li>– Did any administrative barriers, such as forms, permits or licenses, hinder you from having a formal job? Please describe them and to what extent they hindered accessing the formal job market.</li> <li>– Were there any other structural limitations, such as commute or working hours?</li> <li>– To what extent were there financial barriers, including paying premiums?</li> <li>– Did you feel barriers from your community or society to get a job in the formal sector?</li> <li>– Did you feel you had adequate skills needed for any available jobs?</li> </ul>
<b>If you participated in ISMEP, what did you like or dislike about the programme you participated in?</b>	<ul style="list-style-type: none"> <li>– If applicable, what is your overall impression about work-based training? Which specific features stand out?</li> <li>– How did the trainings align with your expectations, previous experience, and skills?</li> <li>– Which approaches were most useful for you? And what was less useful?</li> </ul>

	–
<b>If you made use of BILMERs, what did you like or dislike about the consultations or services you received?</b>	<ul style="list-style-type: none"> <li>– What is your overall impression of the business centers and their services?</li> <li>– Which approaches were most useful for you? And what was less useful?</li> <li>– If applicable, how much were the referrals relevant and suitable?</li> </ul>
<b>How has the programme changed your ability to stay in formal employment?</b>	<ul style="list-style-type: none"> <li>– If you are currently in the project, will you be able to stay in formal employment after it ends? What factors will hinder or support your continued employment?</li> <li>– If having completed the project, how much has the programme reduced the main challenges of maintaining formal employment?</li> </ul>
<b>How have your specific needs to maintain a formal job been addressed or accommodated?</b>  <i>(emphasis on responses from women and PWD)</i>	<ul style="list-style-type: none"> <li>– If you have children, has the programme accommodated your childcare needs?</li> <li>– Have other needs been considered and accounted for?</li> <li>– If you have a disability, to what extent has the programme accommodated your needs? How?</li> <li>– How much did you feel the activities aimed to include and support you?</li> <li>– To what extent was the cash support sufficient to maintain your long-term employment?</li> <li>– How much did the programme contribute to gender equality and the awareness of women’s and PWD’s difficulties?</li> </ul>
<b>Overall, how much do you think the programme made a difference for you or your community?</b>	<ul style="list-style-type: none"> <li>– Of all the things we discussed, what to you was the most important in this experience?</li> <li>– Did you experience any improvements in your working environments or rights as an employee or better access to services?</li> <li>– Did your salary increase by participating in the programme?</li> <li>– Did you feel any change regarding discrimination or inequality at work?</li> <li>– Have we missed anything? Is there anything more you would like to share?</li> </ul>
<b>Besides the ILO programme in which you participated, have you seen or been</b>	<ul style="list-style-type: none"> <li>– What institution or agency led that program? Government support, employment agencies, NGOs?</li> </ul>

involved in any other similar support projects?

- Was there overlap or complementarity?
- Was the ILO programme unique? And if so, what made it unique?

## Survey questionnaires

1. What is your nationality?
  - Turkish
  - Syrian
  - Other
  
2. What is your gender?
  - Female
  - Male
  - Other
  - Prefer not to say
  
3. What is your highest level of education achieved?
  - Primary school
  - High school
  - Associate's degree
  - Bachelor's degree or higher
  - I don't know
  
4. Do you identify as a person with disability?
  - Yes
  - No
  - Prefer not to say
  
5. What of the following describes your role when in contact with any of the programmes: ISMEP (work-based learning programme), BILMER (the business information centres) or KIGEP (that provide financial support benefits through Social Security Institute (SSI))?
  - An employer
  - An entrepreneur, micro-business owner or self-employed
  - As an employee or jobseeker
  - Other
  
6. In what province were you when receiving support, information, training or financial support?
  - Adana
  - Ankara

- Aydın
- Bursa
- Denizli
- Gaziantep
- Istanbul
- Izmir
- Kayseri
- Kilis
- Kocaeli
- Konya
- Manisa
- Mersin
- Sanliurfa
- Hatay
- Osmaniye
- Kahramanmaras
- Other
- Prefer not to say

7. Which of the following best describes your economic activity or business before participating in any activity by ISMEP, BILMER or KIGEP?

- A fully registered business
- A partially registered business
- An un-registered business
- I prefer not to say

8. Which of the following best describes your current economic activity or business?

- A fully registered business
- A partially registered business
- An un-registered business
- I prefer not to say

9. Did you hire employees/trainees through ISMEP, the work-based learning programme?

- Yes
- No
- I don't know

10. To what extent do you agree or disagree with the following statements regarding ISMEP?

11. The programme requirements of the employees/trainees were well-suited to my company's needs:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

12. ISMEP supported employment beyond the 6-month long traineeship:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

13. I participated in a workshop arranged by ILO:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

14. I have seen the programme benefit the trainees' careers:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

15. Please feel free to add anything you would like to share about your experience with ISMEP:

- [Open-ended response]

16. Did you receive consultations or services through the Business Information Centres (BILMERs)?

- Yes
- No
- I don't know

17. What type of support did you receive from BILMER? Please select all that apply:

- I received information about employment formalisation
- I received support to complete permits or registrations for my business
- I was referred to other services through BILMER
- None of the above

- To what extent do you agree or disagree with the following statements regarding BILMER?

18. I received the services or consultations from BILMER that I needed to support my business:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

19. I received the support I expected from BILMER:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

20. Without BILMER's services, I wouldn't have been able to gain similar support somewhere else:



- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

21. BILMERs are an important addition to the employment services by national or local authorities:

- Fully agree
- Somewhat agree
- Neither disagree nor agree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

22. Please feel free to add anything you would like to share about your experience with BILMER.

- [Open-ended response]

23. Have you had fees covered by KIGEP through SSI?

- Yes
- No
- I don't know

- To what extent do you agree or disagree with the following statements regarding KIGEP?

24. It would be difficult for me to pay the fees of work permits and registration without the financial support covering these fees:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

25. The financial support covering these fees removes a barrier for me to remain/become a registered business:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

26. Please feel free to add anything you would like to share about your experience with the covered work permit fees by KIGEP through SSI.

- [Open-ended response]

27. To what extent do you agree or disagree with the following statements regarding your participation in the discussed activities by ISMEP, BILMER or KIGEP?

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

28. My company became a more successful business in terms of generating profits and revenue from participating in the activities:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

29. The activities enabled me to understand better the requirements needed to employ workers with written contacts:

- Fully agree

- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

30. I better understand how the improving labour conditions of my employees benefit my company:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

31. The programme helped me find employees with the right skills:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

32. The programme increased my understanding of the value of hiring skilled women:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

33. The programme increased my understanding of the value of hiring skilled persons with disabilities:

- Fully agree
- Somewhat agree

- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

34. To what extent do you agree or disagree with the following statements regarding the communication and information from the programme team?

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

35. I feel that I am able to share feedback or raise complaints if needed.

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

36. I received information on the benefits of formal employment

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

37. I received information that supported the hiring process of waged employees

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree

- Fully disagree
- I don't know
- NA

38. What best describes your employment status before you received support/information or training from the work-based learning programme (ISMEP), or the business information centres (BILMERs)?

- I didn't work then
- I worked part-time then
- I worked full-time then
- I don't know

39. What best describes your current employment status?

- I don't work
- I work part-time
- I work full-time
- I don't know

40. Please select all statements that apply to your current employment status?

- I have a written job contract with an employer
- I have a permanent job contract (it doesn't have a fixed end date)
- I have a fixed end-date job contract
- I receive any paid annual leave as agreed to with an employer
- I get paid in cash
- None of the above

41. Have you or are you currently participating in a work-based learning program (ISMEP) as a trainee?

- Yes
- No
- I don't know

42. Did you complete the 6-month traineeship?

- Yes
- No
- I don't know

43. To what extent do you agree or disagree with the following statements regarding your traineeship?

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

44. I gained skills that supported future employment

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

45. The job I had as part of the programme matches my skills and education

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

46. As a result of the training, I believe I can get paid better in the future

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

47. Please feel free to add anything you would like to share about your experience with ISMEP.

48. Have you received consultations through the Business Information Centres (BILMERs)?

- Yes
- No
- I don't know

49. How many consultations did you have at BILMER?

- 1
- 2
- 3
- 4
- 5+

50. What support did you receive from BILMER? Please select all that apply

- Information about work permit procedures
- I was supported through BILMER to become an employee with a formal job contract
- I was referred to job trainings
- I was referred to other institutions for more support
- Other

51. Please feel free to add anything you would like to share about your experience with BILMER.

52. What do you consider obstacles to being an employee with a written job contract? Please select all that apply

- Childcare or other domestic requirements
- Administrative requirements
- Inability to find jobs that match skills and education
- Salary is too low
- Language barriers
- Discrimination
- Health problems
- None of the above
- I don't know
- Other - Write In

53. To what extent do you agree or disagree with the following statements about the impact of the activities?

- Options:

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

54. I gained knowledge about what it means to have a written labour contract

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

55. I am better informed about my rights as an employee

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

56. I believe it benefits me more to be an employee with a formal job contract than working informally without a contract

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

57. I would inform friends and family about the opportunities for the support or services offered

- Fully agree
- Somewhat agree



- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

58. To what extent do you agree or disagree with the following statements regarding the communication and information from the programme team and team members?

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

59. I feel that I am able to share feedback or raise complaints if needed

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

60. I received information on the benefits of being an employee with a permanent labour contract

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know
- NA

## Annex 4. Data Collection

### Schedule of work (briefings, data collection, interviews, field visits, workshop/s)

DATE	DESCRIPTION OF ACTIVITY
22 April 2024	Kick-off meeting
22 April – 10 May	Inception Phase, including inception interviews
30 May - 20 June 2024	Survey
3 June – 1 July	Interview programme implemented by national experts and evaluation team
3 - 6 June 2024	Field visits by the evaluation team
10 June – 10 July	Data analysis and report writing
3 July 2024	Preliminary findings workshop

### Documents consulted from the ILO programme team

1. Financial statements between 2020 and 2023 for Phase I & II
2. Mid-term evaluation of the project
3. Monthly and Annual Programme Reports between 2019 and 2023
4. Programme Documents (ProDoc) Phases I & II (From April 2021, Revised May 2023)
5. Programme Documents (ProDoc) Phase III (From July 2022)
6. Component Databases for ISMEP, BILMER and KIGEP
7. FGD conducted by ILO with women from 2023
8. KIGEPs Impact Assessment from Phase I

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## Annex 5. List of persons consulted

Table 12 National Level Interviews

STAKEHOLDER	ORGANISATION/INSTITUTION	NAME	JOB POSITION OR PROGRAMME RELATION	NR
Development Partner	UNDP	Hamit Doğan	Part of COVID-19 response	1
Development Partner	UNHCR	Monica Ferrari	Referral and Outreach	2
Donor	KFW - Türkiye Office	Melih Çadırcı	Admin and Technical support	3
Donor	KFW - Germany Office	Ahmed Hatem Shawky	Reporting, Admin and Technical support	4
Constituent	Ministry of Labour & Social Security, DG International Labour Force	Mehmet Doğan		5
Constituent	ISKUR - Turkish Employment Agency	Varol Dur		6
Constituent	TÜRK-İŞ - Confederation of Turkish Trade Unions	Barış İyiyaydın		7
Constituent	TİSK - Confederation of Turkish Employers' Associations	Özgecan Zengin		8
ILO	ILO	Yasser Ahmed HASSAN	Office Director	9
ILO	ILO	Nejat KOCABAY	Sr Programme Officer	10
ILO	ILO	Tuba Burcu SENEL	Sr Programme Officer	11
ILO	ILO	Heloise Ruaudel	ILO Technical Specialist - MIGRANT Department	12
ILO	ILO	Ozgur Sertac Azizoglu	National Programme Officer	13
ILO	ILO	Veronica Escudero	Sr Economist - RESEARCH Department	14
ILO	ILO Programme Team	Emily Harwit & Tarek Ali		15

Table 13 Implementing partners interviewed

PROVINCE	ORGANISATION	COMPONENT	NAME	POSITION	NR
ANKARA	ASOSEM	İŞMEP	Ruhi KILIC	Director	1
	ASOSEM	İŞMEP	Ali GÜVENDİREN	Education Manager	2
	SSI	KİGEP	Ahmet Serdar YAĞMUR	Programme Coordinator	3
	SSI	KİGEP	Sevil AYDIN	Programme Coordinator	4
	AMM	İŞMEP	OMER FARUK SARI	Programme Coordinator	5
	Peacetherapist	Earthquake Response-PSS	Jin Dawood	Programme Coordinator	6
GAZİANTEP	GESOB	İŞMEP/BİLMER	Mehmet GÜLLER	Programme Manager	7
	GESOB	BİLMER	Ali BOZO	Programme Coordinator	8

<b>ISTANBUL</b>	Kuçükçekmece Municipality	ISMEP	SERPİL TOPRAK	Programme Coordinator	9
	SULTANBEYLİ Municipality	BILMER	Burcu ÖZCAN	Programme Coordinator	10
<b>ADANDA</b>	Haci Sabancı Adana Industrial Zone	ISMEP	Gamze GÜLEN	Programme Coordinator	11
	AESOB	BILMER	Hatice YILDIZ	Programme Coordinator	12
<b>KONYA</b>	KONESOB	BILMER	Zehra KAYA	Programme Coordinator	13
<b>BURSA</b>	Bursa Yıldırım Municipality	ISMEP/BILMER	Selver UĞURLU	Programme Coordinator	14
<b>ŞANLIURFA</b>	ŞESOB	BILMER	Mehmet YUMUŞAK	Programme Coordinator	15
<b>MERSİN</b>	MESOB	BILMER	Ahmet YAMAN	Programme Coordinator	16
<b>HATAY</b>	REYHANLI Municipality	BILMER	Necip PORSNOK	Programme Coordinator	17

*Table 14 Overview of employer interviews and FGDs*

<b>PROVINCIAL INTERVIEWS &amp; FOCUS GROUP DISCUSSIONS</b>	
<b>ANKARA</b>	Employer (1) FGDs (2)
<b>ADANA</b>	Employers (3) FGDs (2)
<b>GAZIANTEP</b>	Employers (3) FGDs (2)
<b>ISTANBUL</b>	Employers (3) FGDs (2)
<b>KONYA</b>	Employers (3) Union (1) FGDs (2)

## Annex 6. ToR



### Terms of reference

## Final Independent Evaluation of Phases I and II of the Programme “Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens”

### 1. Key facts

Title of programme being evaluated	Promoting Decent Work for Syrian under Temporary Protection and Turkish Citizens
Programme DC Code	Phase I and II: TUR/18/01/DEU and TUR/19/03/DEU
Type of evaluation	Independent external
Timing of evaluation	Final
Donor	KfW Kreditanstalt für Wiederaufbau
Programme timeframe and duration (months)	08/12/2018– 31/07/2024 (67 Months / Phase I & II)
Administrative Unit in the ILO responsible for administrating the project	ILO Office for Türkiye
Technical Unit(s) in the ILO responsible for backstopping the project	ILO Office for Türkiye
P&B outcome (s) under evaluation	Outcome 7: Adequate and effective protection at work for all CPOs; TUR 159, TUR 155 and TUR 160

SDG(s) under evaluation	<p>Goal 4: “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”</p> <ul style="list-style-type: none"> <li>- Target 4.4: “By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship”</li> </ul> <p>Goal 8: “Promote inclusive and sustainable economic growth, employment and decent work for all”</p> <ul style="list-style-type: none"> <li>- Target 8.5: “By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value” and</li> <li>- Target 8.6: “By 2020, substantially reduce the proportion of youth not in employment, education or training”</li> </ul>
Programme Budget	US\$ 27,265,918.00 (EUR 25,538,614)
Evaluation timing	25 March 2024 – 30 September 2024
Evaluation manager	Maria Sabrina De Gobbi

## 2. Background information

The "Promoting Decent Work for Syrians Under Temporary Protection (SuTP) and Turkish Citizens Project," funded by the German Government through KfW, is a pivotal initiative of the International Labour Organization (ILO) aimed at enhancing the labour market integration of Syrian individuals under temporary protection and Turkish citizens in Turkey by promoting formalization and decent work for all.

When the programme under consideration was launched, in Turkey the unemployment rate stood at 12.2 per cent, reaching 24.7 per cent for youth. Labour force participation for men was about 50 per cent, whereas it was only slightly over 30 per cent for women. The informal sector in the country was estimated to employ 28 per cent of the Turkish workforce.<sup>1</sup>

ILO's interventions promoting decent work and transition to formality are developed in accordance with Guiding principles on the access of refugees and other forcibly displaced persons to the labour market and the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) which is the first international labour standard to focus on the informal economy in its entirety and diversity and to point clearly to transition to the formal economy as the means for realizing decent work for all and achieving inclusive development.

The ILO, with its tripartite structure, normative framework, and importantly, its Guiding principles on the access of refugees and other forcibly displaced persons to the labour market and decent work agenda is

in a unique position to address challenges and develop inclusive strategies to support the access of refugees to decent work while strengthening the link between humanitarian aid and resilience-focused development interventions. As such, the ILO plays a crucial role in supporting access to decent work for SuTP in Turkey. Most importantly, the ILO recognizes that work permits are not enough to create decent jobs, but have to be supplemented by targeted measures. Furthermore, the ILO has identified limitations of standalone vocational training in leading to formal employment. It has also underscored the need for administrative and financial support for employers navigating the work permit application process.

The design of the programme emphasizes the importance of formulating an inclusive response taking into account: i) the need to provide decent work for SuTP and TCs and, ii) the impact of refugee crises on the local labour market and host communities' working conditions, taking into account the impact of the COVID-19 pandemic on refugee and host communities.

To promote decent work for all, social dialogue is of fundamental importance. Through consultations with social partners, the ILO supports the principles of equality of treatment and the elimination of discrimination in the workplace for refugee men, women, youth, disabled persons, as well as Turkish and migrant workers. The ILO's tripartite structure contributes to making sure that concerns of all social partners are equally taken into account and their capacity build to better respond to the inflow of Syrian refugees and importantly, to promote formal employment through developing, implementing and monitoring effective policies and programmes.

The Programme is anchored in the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs) adopted in 2015. Promoting decent work for all through supporting formal employment will contribute to the achievement of the Sustainable Development Goals 1 (No Poverty), 5 (Gender Equality) and Goal 8 (Decent Work and Economic Growth) as well as Goal 10 (Reduced Inequalities). The Programme will especially help to attain SDG 8.8 concerning the protection of labour rights and the promotion of safe and secure working environments for all workers, SDG 8.3 on supporting productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage formalization and growth of micro-, small- and medium-sized enterprises and SDG 10.3 regarding equal opportunity and reduced inequalities of income.

The Programme is also in line with the ILO "Programmes and Budgets covering the years 2020-21 and 2022-23" in which the promotion of equality of opportunity and treatment of national and foreign workers play a crucial role. Under Outcome 7 on "Adequate and effective protection at work for all", the importance of fair and effective labour migration frameworks, institutions and services as well as the adequate labour protection to workers in diverse forms of work arrangements, including on digital labour platforms, and in informal employment are strongly emphasized (under Outcome 7.5 and 7.4 respectively). The programme seeks to make a substantial contribution to achieving these outcomes. In addition, the programme contributes to the achievement of Outcomes 3, 4 and 5. Under Outcome 3 on "Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all", the programme contributes by promoting peaceful, stable and resilient societies through decent work, as well as to transitions to decent work focusing on youth. Under Outcome 4 on "Sustainable enterprises as generators of employment and promoters of innovation and decent work" the programme contributes by promoting the formalization of enterprises and supporting sustainable as well as productive and human-centred business practices. Finally, under Outcome 5 on "Skills and lifelong learning to facilitate access to and transitions in the labour market", the programme enhances the delivery of innovative, flexible and inclusive learning options, encompassing work based learning.



The Programme is aligned with the Eleventh Development Plan of Turkey, which addresses employment and working life under Pillar 3; Qualified People and Strong Society - Employment and Working Life section.

Since the creation of additional formal employment for SuTP and TC is a multi-dimensional issue, sustainable transformation in the labour market can only be made if active engagement of key partners, public institutions and social partners, is ensured. In this respect, the outcomes and outputs of this programme have taken consideration of the experiences and priorities of the stakeholders and social partners – based on an effective utilization and implementation of the tripartite mechanism and social dialogue practices under the coordination of the ILO Office for Turkey. All results have been identified and formulated in line with consultations with the stakeholders including the Ministry of Labour and Social Security (MoLSS), including İŞKUR, SSI and DG International Labour Force as well as workers' and employers' organizations and the private sector.

Based on consultations with stakeholders and social partners, the overall objective of the Programme for Promoting Decent Work for Syrian Refugees and Turkish Citizens is to increase the number of SuTP and TC working under decent conditions in Turkey. The Programme consists of three outputs with specific aims:

**Output A:** "SuTP and TC are qualified to participate in the formal labour market", which aims at building the skills of beneficiaries so that they are qualified to participate in the formal labour market.

**Output B:** Representational bodies of micro-enterprises are strengthened to support formalization of micro-enterprises and its workplaces for SuTP and disadvantaged Turkish citizens which aims to promote formalization of micro-enterprises of Syrian and Turkish tradespersons and craftspeople and their employees

**Output C:** "Transition to formality is facilitated for SuTP and TC", which aims to provide incentives to employers to hire SuTP and TC formally and support formal job creation.

As a response to the devastating earthquake in February 2023, ILO additionally implements an earthquake response and thereby also targets internally displaced people.

The Programme is being implemented in partnership with the MoLSS and its key agencies and directorates, including the Social Security Institution (SSI) and DG International Labour Force Turkish unions of micro enterprises (ESOB) and its umbrella body, TESK, social partners, local governments and municipalities in fourteen Turkish provinces.

**For Output A, while the end-beneficiaries are SuTP, TC and employers, the direct beneficiary are representational bodies of employers and tradespersons which are also providing vocational training for their members.,.**

**For Output B, the direct beneficiaries are MoLSS DG International Labour Force and representational bodies of micro-enterprises at local level, while the end-beneficiaries are SuTP and TC in the pilot provinces.**

**For Output C, the main partner is SSI that will implement an incentive scheme to support the formal employment of SuTP and TC, who are the end-beneficiaries under this output. This is**

**supported by Chambers of commerce and industry.**

This programme seeks to facilitate access to formal employment opportunities to improve SuTP's as well TC's self-reliance and social protection. The main indicator to measure the specific programme objective is to create additional formal employment for up to 12,000 beneficiaries (6,000 SuTP and 6,000TC) over the course of 48 months.

A special focus is on the integration of women into the formal labour market. Thus, 30% of final beneficiaries are foreseen to be women, which means that 3,600 formal sector positions should have been created for women.

ILO is responsible for the execution of this programme in coordination with the direct beneficiaries. The participation of ILO is not only limited to the Office in Turkey, but also to other ILO departments at ILO Headquarters in Geneva, such as Conditions of Work and Equality Department (WORKQUALITY/MIGRANT), Skills and Employability Branch (EMP/SKILLS), Employment and labour market Policies Branch (EMPLAB), , the Social Protection Department (SOCPRO), the Regional Office for Europe and Central Asia as well as the Bureau for Workers' Activities (ACTRAV) and the Bureau for Employers' Activities (ACTEMP).

The programme activities are monitored by a Steering Committee (SC) which is co-chaired by ILO and DG ILF. The standing committee members are ILO, DG ILF, KfW, SSI, TESK and its provincial bodies (ESOBs) related the project, Confederations of Trade Unions and Employers' Organizations. Other relevant stakeholders may also be invited to participate in the meetings.

**The programme management** consists of an overall Programme Manager (or Coordinator); a team of 4 in Finance and Administration; and 5 individuals who cover the following: Monitoring and Evaluation (M&E); an expert on Refugees and vulnerable citizens; and 3 component leads related to the 3 components, or Outputs listed below. The programme is supported by a number of technical consultants who carry out work related to IT issues; legal and monitoring support and administration, as needed and on an ad-hoc basis.

In light of the project's extended duration, there have been notable amendments to the project's targets and implementation structure, particularly in phase III. In this context, a new concept, approved in May 2023, will target Educated Youth, Syrian Companies, Micro Small and Medium Enterprises (MSMEs), and their employees. This initiative focuses on Job Placements, formalization and expanding outreach through partner organizations.

### **3. Purpose, objectives and scope of the evaluation**

As per ILO evaluation policy and procedures, a programme like the one under consideration, with a budget over USD 5 millions and with a duration over 30 months must undergo an external independent mid term evaluation and an independent external final evaluation, managed by an ILO certified evaluation manager and implemented by independent evaluation consultants . The evaluation consultants have the sole responsibility for the substantive content of the final evaluation report in line with EVAL quality requirements.

The evaluation is needed both for programme accountability and programme learning. The ILO applies the evaluation criteria established by the OECD / DAC Quality Standards for Development

Evaluation and the UNEG Code of Conduct for Evaluation in the UN System.

This evaluation will identify, inter alia, what worked, what did not work at output, outcome and impact levels, what is sustainable, what is the legacy of the programme and what are the recommendations for the future.

The purpose of this evaluation is to provide an objective assessment of the accomplishment of programme activities in terms of coherence, relevance, efficiency, effectiveness, impact and sustainability. The evaluation will have to:

- Assess the extent to which the programme has achieved its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen and partnership arrangements.
- Identify unexpected positive and negative results of the project.
- Establish the relevance of the programme design and implementation strategy in relation to the ILO, UN and SDGs and national development frameworks.
- Assess the extent to which the programme outcomes can be sustainable.
- Provide recommendations to programme stakeholders to promote sustainability and support further development of the programme outcomes.
- Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions.

A mid-term evaluation of this programme was conducted in 2021. This evaluation provided a thorough assessment of the project's progress and effectiveness. The programme team has been following up on recommendations of the evaluation report.

This evaluation will examine the entire programme intervention, with a particular focus on Phase II and the newly introduced Phase III. Due to the programme extended duration until December 2025, the present evaluation shall carefully assess also efficiency of intervention implementation, including management effectiveness, which are normally key aspects of a mid-term evaluation. It will consider all the documents linked to the project. This includes the programme document, periodic and progress reports as well as documents produced as outputs of the programme (e.g. brochures, videos, knowledge products, etc.). The evaluation will provide critical insights into the project's alignment with employment needs, the suitability of beneficiary selection processes, the program's outreach, and its coordination with implementation partners. It will also identify areas where improvements can be made to enhance the project's overall performance, particularly in the context of the evolving political landscape in Turkey.

The geographical coverage of the assessment includes the deliverables and products at national level and in fourteen Turkish provinces. Desk reviews and interviews will be used to collect information on decent work for SuTP and TC beneficiaries. Field visits in possibly five provinces will provide further data gathered through site observations, surveys, focus-group discussions and interviews.

The evaluation will integrate gender equality and non-discrimination, international labour standards,

social dialogue, and a just transition to environmental sustainability as crosscutting themes throughout its deliverables and process. It should be addressed in line with EVAL Guidance Note 3.1 “Integrating gender equality in monitoring and evaluation of projects” and Guidance Note 4.4 “Stakeholder engagement”.

Clients of the evaluation are ILO’s constituents, national and international partners, including national government institutions, workers and employers’ organisations, MoFLSS DG International Labour Force and representational bodies of micro-enterprises at local level, and SSI. Furthermore, the findings of this final evaluation are of key relevance for ILO’s management and its technical departments as well as the ILO Regional Office for Europe and Central Asia and the ILO Office in Turkey. Another important client of this evaluation is the donor, KfW Kreditanstalt für Wiederaufbau.

#### **4. Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)**

The evaluation will be based on the following evaluation criteria: strategic relevance and coherence, validity of programme design, effectiveness, efficiency, impact and sustainability. Relevant data should be sex disaggregated and different needs of women and men should be considered throughout the evaluation process.

Following is a list of evaluation questions for this final programme evaluation. While not being an exhaustive list, the questions are intended to guide and facilitate the evaluation. The evaluation company may adapt the evaluation questions, but any fundamental change should be agreed between the evaluation manager and the evaluation company, and should be reflected in the inception report.

The evaluation questions should integrate the crosscutting themes of ILO at the inception phase. These are International Labour Standards, Social dialogue and tripartism, gender and non-discrimination (e.g., people living with disabilities), and environmental sustainability.

##### **Strategic relevance and coherence**

1. How well do the program's objectives align with the employment needs of SuTP and Turkish citizens?
2. How well is the programme aligned with other ILO interventions in the country, as well as with the activities of other international development partners, including the ILO’s Programme of Support for the Response to the Refugees in Turkey, UN Regional Refugee and Resilience Programme (3RP), UN Development Cooperation Strategy (UNDCS)<sup>2</sup> and national development frameworks?

##### **Validity of programme design**

3. To what extent have the objectives achieved contributed to advancing decent work for Syrian individuals under temporary protection and Turkish citizens in Turkey? Provide illustrations also of if and how the program responded to the needs of private sector enterprises during Phase II of the project.

4. To what extent did the programme design take into account flexible and alternative, COVID-proof means of interaction with local stakeholders in order to promote their active participation and inclusion in programme activities, considering women, men and vulnerable groups? In particular, how did the programme design facilitate how partners were coordinating their technical support in two cities where all three programme components are being implemented.

#### **Effectiveness of the programme in relation to expected results**

5. To what extent have the programme objectives been achieved, especially comparing achieved results in retention rate to those of similar programs in different regions and countries such as South America, Jordan, and Lebanon<sup>3</sup>?
6. Which positive or negative unexpected results have occurred, if any? Why? How could unexpected negative results be avoided, and positive ones enhanced by the project, in particular through implementing partners?
7. How effective was the partnership strategy of the project, particularly with regard to raising awareness of programme objectives and communication?

<sup>2</sup> The UN System is currently drafting the United Nations Sustainable Development Cooperation Framework (UNSDCF). Pending for official endorsement. Programme will contribute to the mentioned new framework in its upcoming implementation.

<sup>3</sup> This question should take into account the different economic and political situation of the country/ies where the programmes are being implemented.

8. How has the programme contributed to improving not only registered employment of refugees, but also the situation of the Turkish host community?
9. To what extent was the programme successful in finding workplaces matching the skills and experience of assisted individuals? How effective was the programme in terms of personnel orientation?

#### **Efficiency of the resources used**

10. How efficiently did the programme use its available resources in terms of time and funds disbursed as well as management structure? And how efficiently did the programme use the resources that were extraordinarily allocated to earthquake survivors?
11. What are bottlenecks which can be identified in regard with using programme resources efficiently, if any? 12. To what extent were the continuing professional development training (CPD), Workplace Adaptation Program (WAP) and On-the-Job Vocational Training provided within the scope of the programme implemented? How did these training programmes contribute to the professional development of the participants? Provide success stories if possible.

#### **Sustainability and Impact**

13. What are actions and capacity-building measures that have enhanced the sustainability of the efforts of the implementation partners in terms of planning, monitoring, and knowledge sharing? 14. To what extent has the programme contributed to the technical and management capacity of stakeholder institutions and the analysis of sustainability methods?

15. To what extent is the amount of the cash support provided adequate to attract the target Women and PWDs beneficiaries to the job on a sustainable basis? How successful was the programme in trying to extend the sustainability of the beneficiaries beyond six months?

### **Cross-cutting issues**

16. How have gender equality and non-discrimination issues been taken into consideration in designing and implementing programme activities? Given the difficulties in increasing women participants in KIGEP, which measures could be taken? How could employment opportunities for Syrian women and disabled individuals be enhanced?

17. How has the programme used the social dialogue potential in enhancing its outcomes? 18. To what extent has the programme identified environmental issues and found permanent, environmentally sustainable solutions?

## **5. Methodology**

The evaluation approach will be theory-based, and include examining the intervention's Theory of Change, with particular attention to the identification of assumptions, risks and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

For required quality control of the whole process, the evaluation company will follow the EVAL evaluation policy guidelines and the ILO-EVAL checklists (as available [here](#))

In particular, the evaluation company will follow EVAL's Guidance materials, including ILO Guidance Notes [ILO EVAL Guidance Note 3.1 on integrating gender equality and non-discrimination](#); and the [ILO EVAL Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#).

The methods should be selected for their rigor and their ability to produce empirical evidence to meet the evaluation criteria, answer the evaluation questions and meet the objectives of the evaluation.

The evaluation company will ensure that women's views and perceptions are also reflected in databases, interviews and that gender-specific questions are included in the questionnaires. The data collection,

analysis and presentation shall be as much as possible responsive to and inclusive of issues relating to ILO's normative work, social dialogue, diversity and non-discrimination including disability issues.

The methodology should ensure the involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g. stakeholder workshop, debriefing of programme manager, etc.). The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific groups of stakeholders.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data, and should be able to capture intervention's contributing to the achievement of expected and unexpected outcomes. Multiple sources of evidence will be used and triangulated. During the data collection process, the evaluation company will compare and cross-validate data from different sources (programme staff, programme partners and beneficiaries) to verify their accuracy, and different

methodologies (review documentary, field visits and interviews) that will complement each other.

The evaluation data collection process will include:

- **Desk review:** desk review of all relevant documents: programme document and its logical framework, funding agreement, partner agreements, contracts, payment terms, relevant minute sheets, implementation plan, progress reports, other relevant documents and studies, software tools and communication channels.
- **Meetings with the programme staff:** the evaluation company will meet the programme staff at national and provincial levels to reach a common understanding for the evaluation process. Some of such meeting/s may take place virtually.
- **Meetings with ILO concerned departments and flagships programmes, decent work teams, country offices and the donor:** These virtual meetings aim to reach a common understanding in relation to the technical and financial status of the project.
- **Field visits, data collection, and interviews with stakeholders:** The evaluation company and its team may meet with the national and provincial key partners of the programme in five provinces. The evaluation company and its team will meet with representatives of programme beneficiaries (tripartite constituents and other stakeholders) and organize interviews and focus group discussions as appropriate. To assess project's results in other provinces, on line meetings and surveys may also be conducted. For all fourteen provinces, partners, beneficiaries and stakeholders both quantitative and qualitative data will be collected and analysed. Surveys and interviews will be used to assess the quality of consultations provided to workers and employers, evaluate the accessibility and appropriateness of office locations for the target population, and gauge the impact of wage subsidies and social security premium support on companies employing beneficiaries.
- **Debriefing phase:** at the end of the fieldwork and virtual data collection, the evaluation company will organize a debriefing meeting for the key national partners and relevant stakeholders, ILO and the donor to present and discuss the preliminary findings and the lessons learned.
- **Submission of the first draft of the report:** the evaluation company will submit the first draft of the report to the evaluation manager, who will circulate it to the relevant ILO units and departments, the donor, the key national partners, and relevant stakeholders for comments.
- **Collection of feedback on the first draft:** the evaluation manager will collect the feedback on the first draft, consolidate and submit it to the evaluation company.
- **Submission of the final report:** the evaluation company will incorporate the feedback as appropriate, and send the final report to the evaluation manager.
- **Quality of the report:** the evaluation manager and ILO Evaluation Unit will ensure the quality of the report.
- **Dissemination:** the evaluation report will be submitted to the key stakeholders and uploaded in the EVAL public repository of evaluation reports (e-discovery)

The evaluation methodology will be defined in consultation between the evaluation company and the evaluation manager. It will be described in the inception report to be submitted to the evaluation manager by the evaluation company. The inception report shall include the detail approach, the methodology and a workplan.

## 6. Main deliverables

The evaluation company will have to produce and deliver the following products:

**I. An inception report** (not more than 20 pages excluding the annexes) – the report will be developed after reviewing available documents and after initial discussions with the programme management and the donor (EVAL Guidelines – Checklist 4.6). The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation;
- Elaborate the methodology proposed in the TOR with changes as required;
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions (emphasizing triangulation as much as possible) data collection methods, and sampling techniques;
- Define the criteria to select individuals for interviews (who should include as much as possible women, persons with disabilities, and other vulnerable groups);
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
- Set out the list of key stakeholders to be interviewed or surveyed and the tools to be used for interviews and discussions;
- Set out the agenda for the stakeholders workshop;
- Set out the outline for the final evaluation report;
- Provide interview guides and other data collection tools

The Inception report should be approved by the Evaluation manager before proceeding with the field work.

**II. Hybrid workshop - Preliminary findings** are to be shared in a hybrid workshop with key stakeholders (including tripartite constituents and other local stakeholders) after data collection is completed. The evaluation company will set the agenda for the meeting. The workshop will be technically organized by the evaluation company with the logistic support of the project.

**III. First draft of the Evaluation Report in English** (following EVAL Checklists 4.1 and 4.2) - it should be no longer than 30 pages excluding annexes. The Evaluation Manager is responsible for approving this draft. The draft report reviewed by the evaluation manager will be shared with all relevant stakeholders. They will be asked to provide comments to the evaluation manager within ten days. The report shall include the following elements:

1. Cover page with key programme and evaluation data (using ILO's relevant



template 4.4) 2. Executive Summary

3. Acronyms and abbreviations

4. Context and description of the programme including reported key results

5. Methodology and limitations

6. Findings (this section's content should be organized around evaluation criteria and questions), including a table showing output and outcome level results through indicators and targets planned and achieved with comments on each item.

7. Conclusions

8. Recommendations (i.e. for the different key stakeholders and programme partners), indicating per each one priority, timeframe and level of resources required. Suggested: maximum 8-10 recommendations in total).

9. Lessons learned and good practices

10. Annexes including ToRs; List of persons consulted; Schedule of work (briefings, data collection, interviews, field visits, workshop/s); Documents consulted; Evaluation matrix; Data collection tools; Logical framework analysis matrix; Lessons learned; Emerging good practices (following relevant templates 4.1 and 4.2).

**IV.** Final version of the evaluation report, incorporating written comments received from ILO and other key stakeholders. Any identified lessons learnt and good practices will also need to be inserted in standard annex templates (one Lesson Learnt and one Good Practice per template to be annexed in the report) as per EVAL guidelines.

**V.** Executive summary. The evaluation company will produce an Executive Summary following ILO's relevant template 4.3 and submit to the Evaluation Manager.

**VI.** The final version of the evaluation report must receive final approval by EVAL (after initial approval by the Evaluation manager and the regional evaluation specialist).

### **7. Management arrangements and work plan (including timeframe)**

The organization and coordination of the entire evaluation process, including the evaluation mission will be provided by the designated Evaluation Manager at ILO level. The evaluation company will discuss with her all technical and methodological issues when needed, via E-mail and virtual meetings. The evaluation company will liaise with programme management to obtain the main documents and any information which will be required to perform the evaluation. The evaluation manager with programme staff will facilitate contacts with the different partners and stakeholders and will organise meetings. The evaluation company will also receive technical, logistical, and administrative support from the programme team.

The evaluation will be conducted over a period of about seven months (March – September 2024).

A detailed timetable will be included in the inception report developed by the evaluation

company.

All logistics costs will be covered by the evaluation company.

The following table provides an overview of the proposed evaluation's work

plan. **Work plan of the evaluation – March to September 2024**

<b>Deliverable</b>	<b>Responsible Person</b>	<b>Tasks</b>	<b>Dates</b>
I	Evaluation Company	<ul style="list-style-type: none"> <li>○ On line briefing with the evaluation manager and the programme team                             <ul style="list-style-type: none"> <li>○ Desk Review of programme related documents</li> </ul> </li> <li>○ On line briefing with ILO stakeholders</li> </ul>	Mar 25 – Apr 30

		<ul style="list-style-type: none"> <li>○ Inception report</li> </ul>	
II	Evaluation Company with organizational support from ILO H-Q	<ul style="list-style-type: none"> <li>○ Consultations with programme staff</li> <li>○ Interviews, FGDs and surveys with projects staff, partners and beneficiaries</li> <li>○ Stakeholders workshop to share preliminary findings</li> <li>○ Debriefing with concerned ILO staff</li> </ul>	May 1-31 (field visit to 5 provinces)
III	Evaluation Company	<ul style="list-style-type: none"> <li>○ Draft report based on field data collected, desk review and stakeholders' consultations</li> </ul>	Jun 1-30

		and workshop	
	Evaluation Manager	<ul style="list-style-type: none"> <li>○ Quality check and initial review by Evaluation Manager</li> <li>○ Circulate draft report to stakeholders</li> <li>○ Consolidate comments of stakeholders and send to the evaluation company</li> </ul>	(2 weeks) July 1-15
IV & V	Evaluation Company	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> <li>○ Completion of executive summary</li> </ul>	July 15 – Aug 15
VI	Evaluation manager	<ul style="list-style-type: none"> <li>○ Review of the final report and submission of the evaluation package to the regional evaluation specialist and EVAL for final approval</li> </ul>	August 15 - Sept 15

## 8. Profile of the evaluation company

- The contracting company should demonstrate a proven track record in conducting comprehensive programme reviews and evaluations, particularly in the realm of international development projects.
- Given the project's context, expertise in labour market integration, with a particular emphasis on migration and related initiatives, especially concerning refugees and vulnerable populations, will be an asset within the company's team.
- Proficiency within the company in both quantitative and qualitative data analysis, including the use

of relevant software, is highly desirable for interpreting programme data.

- Effective communication and report-writing skills within the company are essential for conveying findings, insights, and recommendations to a diverse range of stakeholders.
- A solid understanding within the company of international labor standards, especially those relevant to decent work and labor market integration, is considered advantageous.
- Proficiency within the company in both the Turkish and English languages is crucial for conducting interviews and reviewing documents effectively.
- Experience of working with or for international organizations, such as the International Labour Organization (ILO) or similar institutions, is advantageous, as it demonstrates familiarity with their procedures and standards.
- The company should also possess a comprehensive understanding of the specific evaluation methodology delineated in the evaluation plan. Additionally, a commitment to conducting impartial and unbiased assessments, along with the ability to collaborate effectively with the ILO team and programme stakeholders, is paramount.
- Due to the scale and complexity of the project, the realisation of this evaluation requires the expertise of an evaluation team, composed of a team leader (preferably international evaluator) supported by national level evaluators.
- The evaluation is expected to take place face-to-face in five provinces in Türkiye. Therefore, the team of evaluators shall ensure their availability to travel before applying for this assignment (team leader not to visit all provinces necessary).
- Qualifications of the evaluation lead: at least 7-10 years of experience evaluations of the UN and multi lateral agencies with experience as evaluation team leader; with proved participation in at least 3 evaluations in Türkiye in related areas of work. The Lead Evaluator should be fluent in English, and fluency in Turkish is advantage. The Lead Evaluator shall be the focal point for the ILO and guide the work of the national level evaluators and submit a comprehensive deliverable to the ILO.
- Qualifications of the evalaution team members: at least 5 years of experience in evaluation of UN and multi-lateral organizations led projects and interventions in the related areas in the Türkiye. They should be fluent in English and Turkish.

## 9. Legal and ethical matters

The evaluation described in this document will comply with UN norms and standards. In addition, UNEG ethical guidelines will be followed.

The evaluation company will abide by the EVAL's Code of Conduct for carrying out evaluations. The company should have no link to programme management, or any other conflict of interest that would interfere with the independence of the evaluation.

All data and information received from the ILO or other stakeholders for the purpose of this assignment shall be treated as confidential and shall be used only for the purpose of executing this mandate. All intellectual property rights arising from the execution of this mandate are attributed to the ILO. The

contents of the written documents obtained and used in connection with this assignment may not be disclosed to third parties without the prior written consent of the ILO or the relevant stakeholders.

## 10. Selection

Proposals will be reviewed and evaluated by an Evaluation Panel, to determine compliance with the requirements specified in the RFP. A two-stage procedure will be utilized in evaluating the proposals: Technical Proposal to be reviewed prior to the Financial Offer.

The company giving expression of interest, should submit;

- The CVs of the proposed team and the team leader. The languages managed by the evaluators and level of expertise in each one should be clearly mentioned.
- The detailed budget with a breakdown of the all-inclusive prices others than travel and DSA that will be discussed with the selected company .
- ILO will not pay additional costs of translation, logistics, etc. other than travel and DSA. - Professional fee/day for the team leader and team members/national evaluators.
- Number of days need for evaluation by category of team members.

## 11. Evaluation of bids received

All proposals (or bids received) will undergo an evaluation process for this RFQ. The evaluation will be conducted by a three-member proposal assessment team from the ILO. The evaluation criteria will encompass the following:

**PART A Technical Evaluation - 70%**

**PART B Financial Evaluation - 30%**

N°	Criteria	Breakup	Max. Points
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1.	Technical and methodological approach and understanding of the terms of the reference		10
	1.1. Demonstration of understanding of the purpose of the assignment	5	
	1.2. Proven experience of log frame approaches, theory of change, M&E methods, research methods and approaches and information analysis.	5	
2.	Specific experience and relevant expertise of the firm in connection with the mission		15
	2.1. Demonstrate the expertise and capacity of the company to conduct the evaluation, particularly within ILO or United Nations system and/or with international development organizations.	10	
	2.2. References	5	
3.	Specific relevant experience of the evaluation team related to the mission		25
3.1	Evidence of qualification/certification of proposed team leader and country level evaluators / team.	5	
3.2	Evidence of previous experience of the proposed team in evaluating similar programme preferably in Türkiye.	20	
4.	Relevance of the engagement implementation and management plan		20
4.1.	Does the methodology and implementation plan include all deliverables with a tentative timeline?	10	
4.2.	Are the number and responsibility of key personnel involved in the mission defined and sufficient?	10	
5.	Total (maximum)		70

### Annex I: Relevant ILO evaluation guidelines and standard templates

Website EVAL portal on managing and conducting evaluation (all guidance notes, checklist, templates, etc.)

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_853289.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_853289.pdf)

• ILO Policy Guidelines for results-based evaluation, 2020

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

• Implications of COVID-19 on evaluations in the ILO:

Practical tips on adapting to the situation [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_744068.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf)

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_744068.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf)

• Code of conduct form (To be signed by the evaluation company)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

- Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
- Checklist 5 preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
- Checklist 6 rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
- Template for lessons learnt and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
- Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
- Guidance note on evaluation lessons learned and emerging good practice  
[http://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165981.pdf](http://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165981.pdf)

M&E of projects

[https://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_746716.pdf](https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf)

- Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
- Template for evaluation summary  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
- SDG Related reference material  
<http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>
- i-eval Connect: Knowledge sharing platform -- Evaluation Office (EVAL)  
<https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>
- ILO Library guides on gender  
<https://libguides.ilo.org/gender-equality-en>
- Protocol to collect evidence on ILO response to COVID-19  
[https://www.ilo.org/wcmstp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_757541.pdf](https://www.ilo.org/wcmstp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf)
- ILO EVAL

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

- ILO EVAL

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

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>



## Annex 7. Recommendations from the mid-term evaluation

1. Over the remaining programme period, identify local partners' critical needs in terms of institutional capacity and focus on a communication strategy to connect ILO's and other stakeholders' existing networks of refugees and MSMEs groups to the information centres.
2. Use social dialogue to better identify the target group's needs and support the advocacy work on transition to formality by including the trade union representation into the Steering Committee and initiating Steering Committee meetings.
3. Use workers' engagement mechanisms to better identify the target group's needs and support the advocacy work on transition to formality by engaging with various civil society organisations that are working closely with target beneficiaries (women, SuTP, workers in the informal economy) to create a platform to engage with workers and by encouraging worker representation systems in the directly engaged workplace under Objective 1. however, by highlighting that it is not an alternative to proper trade union representation.
4. Consider developing a more sector-wide tailored approach as a pilot study which will better identify the labour market needs for Objective 1.
5. Consider developing a decent workplace approach while designing the training programs for direct beneficiaries and engaging directly with employers in building capacity to ensure decent work conditions by
  - a. working closely with human resources departments on the CPD training and follow-ups
  - b. developing and providing a training programme on workplace diversity and adequate conditions to accommodate the needs of vulnerable groups.
  - c. developing workplace adaptation trainings on non-discrimination and gender equality and make them available to employers and their workforce.
  - d. providing assistance to the employers in the workers adaptation processes: language assistance will allow them to communicate company policy and rules to the workers (in particular SuTP).
  - e. setting up a workplace monitoring program through worker engagement.
6. Mainstream gender perspective systematically in the whole programme implementation approach.
7. Keep on engaging with partners on monitoring results and build their capacity on monitoring and knowledge management.
8. Continue using communication and knowledge management to disseminate the results.
9. Consider requesting No Cost Extension.

## Annex 8. Emerging good practices

### Engaging with Partners with Local Presence to Improve Targeting and Effectiveness

Project DC/SYMBOL: TUR/18/01/DEU & TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye

Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

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

GOOD PRACTICE ELEMENT	Implementing partners were mostly local business-led organisations and municipalities
<p><b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Selecting the relevant provinces with high concentration of refugees and including the business-led representatives who locally integrated and could easily reach refugees was an important strategy to promote the goal of the project. Business-led representatives and municipalities were key implementing partners throughout the whole project; their interests were represented, and they were crucial in providing services to local refugees. With their involvement, targeting was improved, and employability of the beneficiary population (both TC and StuP) could be increased.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>People in informal working conditions who may be afraid to reveal their conditions are hard to reach. Additionally, refugees may not trust national or international initiatives without a mediator or a more familiar actor present. In this situations, specific actors who have the refugees' and informal workers' trust is crucial.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>From the field visits and the interview programmes, it was clear that the business-led organisations and municipalities were well suited to target and reach out to refugees and informal workers. In multiple instances, the workers reported that they could only get formal employment through the project, to which they were introduced via their employers.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>A high number of refugees and TCs could be reached and ultimately, employed through the project. The impact of on-the-ground partnerships was high, as shown by the fact that many targets were overachieved.</p>
<p><b>Potential for replication and by whom</b></p>	<p>The potential of replication is high, as ILO frequently implements projects in countries or regions, where it already has partnerships on the ground. In each case, the programme teams should survey whether there is a potential for collaboration and if the partners can meaningfully establish and maintain contact with the target beneficiaries.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's</b></p>	<p>This practice can directly promote development on Country Programme Outcome TUR155, the promotion of transitioning to formality for vulnerable groups. Having business-led organisations as</p>

<b>Strategic Framework)</b>	<b>Programme</b>	partners can also promote Outcome 4 from the ILO Strategic Programme Framework, for sustainable enterprises as a generator of employment and promoter of innovation and decent work.
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# Promoting an Advisory Board to Support Cooperation on The Project Goals and the Policy Environment

Project DC/SYMBOL: TUR/18/01/DEU & TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

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

GOOD PRACTICE ELEMENT	Project steering mechanism was changed to an Advisory Board
<p><b>Brief summary of the good practice</b> (link to project goal or mechanism from a Project Steering Committee to an Advisory Board. specific deliverable, background, purpose, etc.)</p>	<p>The management of the programme decided to change its steering mechanism from a Project Steering Committee to an Advisory Board. The AB included more members than the PSC, such as workers’ representatives, government agencies, and it has also been strategically oriented, focusing on the alignment between the programme activities and goals and the policy developments in the country. This promoted progress towards Output C, that is a sustainable transition towards formality, as the evaluation has found that the policy environment affected results.</p>
<p><b>Relevant conditions and Context: limitations or advice terms of applicability and replicability</b></p>	<p>Projects focusing on vulnerable groups, especially people under temporary protection, can be affected by a volatile political and policy environment. Therefore, in such cases, programmes that do not have specific strategic activities should come up with alternative solutions and mechanisms to promote strategic alignment and cooperation. In such settings, it is advisable to replicate this practice.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>Multiple interviewees reported that the introduction of the AB was beneficial to a more strategically aligned operational environment. It was also seen that the government counterparts in the AB were more engaged because of this new mechanism.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>There has not been a certain impact on this mechanism on targeted beneficiaries yet, especially SuTP. The AB will be a long-term strategy to promote a more accommodating environment for the political and policy landscape for refugees.</p>
<p><b>Potential for replication and by whom</b></p>	<p>ILO can replicate this mechanism in any of its projects that deal with vulnerable groups or migrants under temporary protection.</p>

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<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Framework)</b>	This practice can directly promote development on Country Programme Outcomes: TUR159, to promote policies and programmes implemented for decent employment for SuTP and migrant workers. Additionally, promoting more cooperation and strategic alignment between constituents can make progress towards Outcome 7 from the ILO Strategic Programme Framework, for adequate and effective protection at work for all.
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# Ensuring Flexibility in Budget Allocation to Strengthen Partnerships and Sustain Results Amid the Earthquake in 2023

Project DC/SYMBOL: TUR/18/01/DEU & TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

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

<b>GOOD PRACTICE ELEMENT</b>	<b>Ensuring flexibility in budget allocation, allowing the programme to effectively and efficiently respond with emergency support to the 2023 earthquake</b>
<b>Brief summary of the good practice</b> (link to project goal or specific deliverable, challenges, like the 2023 earthquake. This flexibility enabled the programme to strengthen a key partnership with the Turkish employment agency ISKUR and ensure that the progress made in affected provinces was not lost. By being adaptable, the programme preserved its results and potentially enhanced its impact, showcasing the importance of financial flexibility in the face of external disruptions like natural disasters.)	<p>The programme team demonstrated good practice by maintaining flexibility in its budget allocation, allowing it to adapt to unforeseen challenges, like the 2023 earthquake. This flexibility enabled the programme to strengthen a key partnership with the Turkish employment agency ISKUR and ensure that the progress made in affected provinces was not lost. By being adaptable, the programme preserved its results and potentially enhanced its impact, showcasing the importance of financial flexibility in the face of external disruptions like natural disasters.</p> <p>The budget allocation was also aligned with the ILO and UN refugee response efforts.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>The earthquake in Türkiye and Syria in 2023 had devastating effects impacting 11 provinces – 10 of which were involved in the programme. The destruction included the large-scale loss of infrastructure affecting ISKUR and implementing partners, especially in the emergency regions of Hatay, Kahramanmaraş and Adiyaman. The programme team used 2 million USD from initial programming for emergency relief, which included funds to support individuals, municipalities and ISKUR by providing shelter for staff and office space.</p> <p>The replicability is moderate as this practice was largely dependent on the approach of the donor.</p>

<p><b>Establish a clear cause-effect relationship</b></p>	<p>Multiple interviewees reported the team had acted effectively as a response to the emergency and been a critical support for ISKUR in the region.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>There has not been a certain impact on the emergency relief provided. However, the team's efforts received praise from implementing partners working in the area and the team's efforts were raised as a reason for the increase in cooperation with ISKUR.</p>
<p><b>Potential for replication and by whom</b></p>	<p>ILO can replicate in case of other emergencies with the need to respond efficiently and in coordination with partners or other UN agencies.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Because this was emergency relief, it was not aligned with the ToC or larger frameworks.</p>

## Annex 9. Lessons learned

### Addressing Policy Challenges in Supporting Vulnerable Groups with Temporary Protection

Project DC/SYMBOL: TUR/18/01/DEU and TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>Close engagement and advocacy with government agencies responsible for relevant policies and procedures is essential to provide sustainable and impactful support for vulnerable groups under temporary protection.</b>
<b>Brief description of lessons learned</b> (link to specific action or task)	<p>The evaluation highlighted that challenges such as shifting administrative requirements and evolving external policies can hinder the sustainability and impact of support efforts, such as facilitating work permits, registration, and financial incentives for employment.</p> <p>For example, due to regulations, Syrians under Temporary Protection (SuTP) need to be supported repeatedly, as each year, they have to obtain a permit. Many respondents indicated they do not have the (financial) resources to re-apply, and therefore land back into informality.</p> <p>Additionally, in some municipalities, respondents noted that local procedures conflicted with national laws. E.g. the workplace license can only be granted if the national approval has been obtained, but the national approval can only be granted if the local permit has been granted.</p> <p>The programme team recognised this issue and increased efforts to engage with relevant authorities through advocacy and collaboration to ensure long-term, effective assistance for those with temporary status.</p>
<b>Context and any related preconditions</b>	<p>Vulnerable groups under temporary protection require specific assistance to integrate into society, particularly in accessing employment and legal rights. These groups rely on external support for obtaining work permits, registering, and securing financial incentives for formal employment. However, the ability to provide this support is influenced by a regulatory and administrative environment that can frequently change.</p>
<b>Targeted users / Beneficiaries</b>	Syrians under Temporary Protection and government agencies working with SuTP



<b>Challenges /negative lessons - Causal factors</b>	<ul style="list-style-type: none"> <li>• Limited coordination between governing agencies responsible for enforcing and managing relevant regulations complicates the policy landscape for SuTP. Without strengthened coordination, programmes can struggle to remain aligned with current administrative practices.</li> <li>• Administrative requirements for permits for SuTP changed during the implementation phase, which complicated the ability to support these groups administratively.</li> </ul>
<b>Success / Positive Issues - Causal factors</b>	<p>Programme management took actions during the implementation to involve the Presidency of Migration Management (PMM) directorates more, as they could support more alignment between the national/local policies concerning SuTP and the goals and activities of programme activities. PMM became engaged in the form of becoming a member of the Advisory Board.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Lack of good governance and agenda-setting focus during the design phase.</p>

# Improving Monitoring and Quality Assurance by Revisiting Partner Selection in Multi-Province Programmes

Project DC/SYMBOL: TUR/18/01/DEU and TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>It is necessary to assess where implementation can be streamlined through national, rather than local cooperation to ensure sufficient monitoring and quality assurance of programmes.</b>
<b>Brief description of lessons learned</b> (link to specific action or task)	The evaluation found that with implementing programmes and activities across multiple provinces with numerous local partners, monitoring and quality assurance could become challenging, especially where partners lacked sufficient capacity and knowledge.
<b>Context and any related preconditions</b>	<p>The context is that the programme operated across 18 provinces, involving various activities and multiple implementing partners but was unable to gather support from some national organisations as implementing partners.</p> <p>The complexity of managing numerous local partners, combined with the limited monitoring capacity (with only one person overseeing all activities), led to challenges in ensuring consistent quality and relevance of training. Many local IPs also lacked the necessary expertise and capacity to meet reporting and monitoring requirements, which further complicated oversight.</p>
<b>Targeted users / Beneficiaries</b>	Implementing partners and end-beneficiaries, including both Turkish Citizens and Syrians under Temporary Protects.
<b>Challenges /negative lessons - Causal factors</b>	<p>Challenges included</p> <ul style="list-style-type: none"> <li>• The limited interest among national government agencies, in particular the employment agency ISKUR, in participating as implementing partners.</li> <li>• The limited monitoring capacity of some implementing partners, particularly regarding the quality of trainings as part of the ISMEP (the work-based learning component) and the consultations provided by the BILMER component (the information centres which provide information on labour formalisation procedures).</li> <li>• The limited internal M&amp;E capabilities considering the numerous implementing partners.</li> </ul>
<b>Success / Positive Issues - Causal factors</b>	<p>A benefit of covering 18 provinces with various activities and with local implementing partners was that it positively affected relevance (Good Practice 1).</p> <p>Monitoring was also prioritised, particularly in the later stages of the programme, and the programme team made frequent field trips and</p>

	monitoring visits to the provinces, and they have well-established communication and partnerships with the IPs.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Lack of foresight in addressing the complexities of monitoring and quality assurance when working with numerous local implementing partners following changes in the implementation from national to local partners.

## Limited Impact and Sustainability Late Due to Lack of Initial Strategic Direction

Project DC/SYMBOL: TUR/18/01/DEU and TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>A lack of clear strategic direction from the outset can hinder the ability to analyse results of impact and sustainability.</b>
<b>Brief description of lessons learned</b> (link to specific action or task)	The initial programme document's problem analysis and strategy formulation document were relatively broad, affecting overall assessment and long-term planning. A more consistent and focused strategy from the beginning would have enabled better evaluation and sustainability of outcomes and led to a stronger focus on governance building and agenda-setting.
<b>Context and any related preconditions</b>	<p>The programme had a broad and flexible problem analysis and strategy formulation during its initial design phase. This flexibility allowed the program management to adjust the strategic direction as needed during implementation.</p> <p>However, important elements like incentives for formal work, inclusion of women, and sustainability goals were not clearly defined from the start. There was a limited assessment of the gaps and weaknesses in the legal and policy system as they relate to decent work.</p>
<b>Targeted users / Beneficiaries</b>	All end-beneficiaries, with emphasis on women.
<b>Challenges /negative lessons - Causal factors</b>	This lesson learned was a result of the broad initial programme document's problem analysis and strategy formulation. It lacked strategic guidance on possible incentives for formal work, the approach to include women and the programme's sustainability goals.
<b>Success / Positive Issues - Causal factors</b>	This broad approach allowed for flexibility, as programme management could change the strategic direction as results emerged.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	The design phase had a limited focus on impact and sustainability of the outputs.

## Indicators on outreach, instead of sustainability, primarily promote short-term goals and results

Project DC/SYMBOL: TUR/18/01/DEU and TUR/19/03/DEU

Name of Evaluator: Rimantas Dumcius, Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

Date: 4 September 2024

*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.*

<b>LESSON LEARNED ELEMENT</b>	<b>A lack of indicators for qualitative indicators can hinder the motivation to progress towards stakeholder engagement and satisfaction, as well as impact and sustainability.</b>
<b>Brief description of lessons learned</b> (link to specific action or task)	<p>The evaluation learnt that relying primarily on quantitative indicators, such as enrollment targets and short-term employment outcomes resulted in a focus on short-term goals rather than long-term impact and sustainability.</p> <p>Important programme dimensions were left out of the assessment of programme achievements. Work-based learning, for example, depends on its effectiveness in terms of the quality of mentoring, feedback, and delegation by supervisors.</p> <p>The retention rate of employment after finishing WBL was included as an indicator, which contributed to devoting efforts to increase the sustainability of formal employment through WBL. However, the completion rate of trainings, KIGEP's influence on sustainable employment, or the quotas set for women were not part of the M&amp;E framework as an indicator.</p>
<b>Context and any related preconditions</b>	The reason for the focus on quantitative indicators has been due to the variety and number of implementing partners – and consequently, the difficulties they presented with monitoring – or the general programme design.
<b>Targeted users / Beneficiaries</b>	All end-beneficiaries, with an emphasis on women. Future ILO programme teams.
<b>Challenges /negative lessons - Causal factors</b>	The lack of indicators for inclusions or qualitative indicators can hinder the motivation to progress towards stakeholder engagement and satisfaction, as well as impact and sustainability.
<b>Success / Positive Issues - Causal factors</b>	
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	The design phase had a limited focus on impact and sustainability which affected the range of indicators used.