



International Labour Organization

iTrack
Evaluation

ILO EVALUATION

- Evaluation Title: “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project
- ILO TC/SYMBOL: TUR/17/04/USA
- Type of Evaluation : Mid-term, Independent
- Country(ies) : Turkey
- Date of the evaluation: June – September 2019
- Name of consultant(s): Ayşe İdil Aybars
- ILO Administrative Office: ILO Ankara
- ILO Technical Backstopping Office: MIGRATION
- Date project ends: 31 December 2019
- Donor: country and budget US\$ USA USD 2,100.000
- Evaluation Manager: Ms. Ozge Berber-Agtas
- Key Words: migrant protection, job training, entrepreneurship training, skills development

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

Contents

- List of Acronyms 3
- EXECUTIVE SUMMARY 5
- 1. INTRODUCTION 12
- 2. PROJECT BACKGROUND 12
- 3. EVALUATION BACKGROUND 21
- 4. EVALUATION METHODOLOGY 23
- 5. MAIN FINDINGS..... 29
 - 5.1. Relevance 29
 - 5.2. Effectiveness..... 32
 - 5.3. Efficiency 47
 - 5.4. Sustainability and impact potential 49
 - 5.5. Gender equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects 51
- 6. LESSONS LEARNED AND EMERGING GOOD PRACTICES 52
- 7. CONCLUSIONS AND RECOMMENDATIONS..... 56
- 8. ANNEXES (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents) 58
- ANNEX I 59
- ANNEX III 70
- ANNEX IV 87
- ANNEX V 94
- ANNEX VI 95
- ANNEX VII 97
- ANNEX VIII 99
- ANNEX IX. 101

List of Acronyms

AFAD: Ministry of Interior Disaster and Emergency Management Presidency
DGILF: Directorate General of International Labour Force
DGMM: Directorate General of Migration Management
DÖSİMM: Ministry of Culture and Tourism Central Directorate of Revolving Funds
HEM: Public Education Center
HUGO: Hacettepe University Migration and Politics Research Center
ILO: International Labour Organization
ILO EVAL: ILO Evaluation Office
ILS: International Labour Standards
IOM: International Organization for Migration
İŞKUR: Turkish Employment Agency
KOMEK: Konya Büyükşehir Belediyesi Meslek Edindirme Kursları
M&E: Monitoring and Evaluation
MFLSS: Ministry of Family, Labour and Social Services
NGO: Non-Governmental Organization
OECD / DAC: Organization for Economic Cooperation and Development / Development Assistance Committee
PAÜ: Pamukkale University
PRM: USA Department of State – Bureau of Population, Migration and Refugees
PRM-NONSUR: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey Project
RBM: Results Based Management
SGDD-ASAM: Association for Solidarity with Asylum Seekers and Migrants
SATSO: Sakarya Chamber of Commerce and Industry
SDG: Sustainable Development Goal
SSI: Social Security Institution
TOR: Terms of Reference
TurkStat: Turkish Statistical Institute
TVET: Technical and Vocational Education and Training
UN: United Nations

UNDCS: United Nations Development and Cooperation Strategy

UNEG: United Nations Evaluation Group

UNHCR: Office of the United Nations High Commissioner for Refugees

EXECUTIVE SUMMARY

Project Background

Turkey is ranked as the country hosting the highest number of refugees and asylum seekers since 2015. The Government of Turkey has been dealing with significant refugee influxes since 2011. According to UNHCR data from July 2019,¹ the number of Syrian refugees has reached 3.6 million, while Turkey is currently hosting around 370.000 non-Syrian refugees and asylum seekers, 46% of which consists of Afghans, 39% of Iraqis, and 15% of other nationalities. Applications for international protection have been steadily increasing over the last years and, as of 2017, 95% of 112.415 refugees applying for international protection in Turkey were from Iraq, Afghanistan and Iran (Eryurt 2019), which constitute the largest share of non-Syrian refugees in Turkey. The increase in the number of applications for international protection, as well as the ongoing war, conflict and political instability in the countries of the region increases the likelihood of this group to stay permanently in Turkey. In this context, policies of integration and cohesion become all the more important. The Government of Turkey has taken a number of significant steps to improve the living conditions and livelihoods of Syrian refugees, particularly within the context of education, health and employment. Protection measures and welfare actions targeting displaced persons of other nationalities, however, are significantly less visible and there is an urgent need to support the latter group to reach decent living conditions in Turkey. In this respect, policies to promote the labour market participation of this group gain particular significance.

The theory of change of the Project is improving livelihoods of this particularly vulnerable group of refugees, namely, non-Syrians in Turkey, through assessing their socio-economic situation, equipping them with skills and advocating for their decent work opportunities. The overall objective of the project is to enhance the knowledge base on non-Syrian refugees, and to contribute to their livelihoods and access to decent work in Turkey. To this end, the project has three specific objectives that correspond to three main components around which it is being implemented:

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

Objective 2: *Identifying the challenges that non-Syrian asylum seekers and refugees encounter in Turkey, and strengthening the capacity of national and local authorities to address some of these challenges; strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions.*

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

The Project is funded by the US Department of State's Federal Assistance Award, and it has an allocated budget of USD 2,1 million for a period of 18 months, initially foreseen to be between September 2017 and March 2019, but currently extended by nine months to end of December 2019. The Project is being implemented across seven pilot provinces in Turkey, namely, Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. The seven provinces were identified in order to ensure a balanced geographical representation across Turkey's regions and on the basis of existing administrative datasets on the nationality and geographical distribution of non-Syrian refugees and asylum seekers.

ILO is working in close cooperation with DGILF as its main implementing partner. The other main partners in Ankara include DGMM, TurkStat, as well as academics and researchers as external collaborators. Across the seven provinces, the Project activities are being implemented with

¹ <https://www.unhcr.org/tr/unhcr-turkiye-istatistikleri>

institutions working on refugees and asylum seekers under international protection, including the provincial directorates of İŞKUR and Migration Management, provincial and district municipalities, chambers of commerce and industry, HEMs, as well as NGOs and private sector companies in several cities, which contribute to the organization of language and vocational trainings for the target groups in order to increase their basic living and occupational skills.

Evaluation Background

The purpose of the evaluation is to improve project performance and contribute towards organizational learning, support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. The evaluation will test the underlying assumptions about contributions to broader developmental impacts, with an aim to help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term.

The evaluation results would contribute for further project development to improve labour market integration of non-Syrian refugees in Turkey.

The scope of the evaluation encompasses all activities and components of the project for the period of October 2017-December 2018 and up to the actual time of the mission, June - August 2019.

The main clients of the evaluation are the ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian refugees in the region, and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun.

Methodology

The evaluation is based on the conceptual framework provided by OECD/DAC criteria of relevance, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach, as well as the core ILO crosscutting priorities of gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development. The evaluation is based on data collected from a wide range of sources, including an extensive document analysis (i.e., the project document, Logical Framework, progress reports, mission reports, workshop and meeting reports, research reports, local studies and reports, publicity material, and other outputs of the project, as well as national and international research and publications), and stakeholder consultations through semi-structured interviews with project partners in Ankara and across the provinces where the Project is implemented. The list of questions provided by the TOR and presented in the Inception Report has been used and adjusted to the stakeholders that have been consulted as part of the evaluation on the basis of their specific roles in the Project. In particular, information on the design and implementation of specific activities across different provinces, the most significant points of achievement / innovative aspects of the Project, its key challenges, weaknesses and main points of resistance, as well as suggestions and recommendations for improvement have been sought.

A detailed stakeholder analysis has been conducted in collaboration with the Project Team at ILO Ankara Office, which has resulted in the full list of respondents provided for the evaluation. The fieldwork was conducted in June-September 2019 with the project partners and relevant stakeholders in Ankara and across the selected implementation provinces of the Project, namely, Adana, Konya and Eskişehir, based on the list of recommended respondents and institutions provided by the Project Team. Three site visits have thus been realized to these selected provinces where most of the activities have been completed with significant outcomes and expected impact. In these provinces, the main project correspondents in municipalities, chambers of commerce and industry, HEMs and NGOs have been visited and interviewed. In total, 26 interviews have been conducted with 34 respondents

between June and August 2019. While mainly face-to-face interviews were conducted in Ankara, Adana, Eskişehir and Konya, telephone interviews were conducted with the Project stakeholders in Denizli and Sakarya. The participatory nature of the evaluation has contributed to the sense of ownership among stakeholders, while at the same time enhancing the interpretation of the evaluator of the real situation on the ground, which is not possible to assess merely based on the documented work and data.

Main Findings

Relevance: The Project clearly constitutes a major step in addressing a significant priority and is a much timely intervention in the area of improving the livelihoods of Non-Syrian refugees and asylum seekers in Turkey. The Project is addressing an urgent social need. The design of the Project is appropriate in relation to the ILO's strategic and national policy frameworks, and is in line with its priorities. The Project builds on three closely inter-related and mutually reinforcing pillars, which reflects an incremental approach whereby success in each pillar leads to achievements in the others. The intervention logic appears to be coherent and realistic to achieve the planned outcomes, in particular if further attention is paid in the upcoming period in the effective coordination of the three objectives, as well as the M&E of activities conducted so far.

The Project contains clearly defined objectives, and a set of output and impact indicators have been identified in relation to each of the three objectives/components. The interconnections between objectives and activities are clear, and they are mutually supportive. An important limitation, however, concerns the lack of clearly defined and measurable baselines, targets and/or indicators to attain the outcomes/objectives identified, which imposes significant challenges in terms of monitoring the progress and assessing the impact.

Particular attention is needed in relation to Objective 2 concerning the *strengthening the capacity of national and local authorities to address challenges that non-Syrian asylum seekers and refugees encounter in Turkey* and its indicators in the upcoming period, as it might prove challenging to assess the 'effective implementation' of International Labour Force Policy Advisory Board, as well as 'joint national efforts' between public institutions, policy dialogue, and capacity-development efforts directed towards these entities, on the basis of meeting minutes, participant lists and related measures/documents.

Effectiveness:

The examination of the progress achieved within the Project so far demonstrates that, in general, the Project implementation is proceeding smoothly, and it has been successful in achieving most of its objectives in the foreseen time and with the allocated resources. The evaluation of the Project's effectiveness points to a satisfactory performance, particularly in relation to enhancing the knowledge and evidence base by identifying, collating and analyzing reliable data and information on refugees (Objective 1), which was successfully achieved, activities completed on time and with existing resources. A comprehensive Research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey was conducted in January-February 2019 across the seven pilot provinces, led by HUGO. The main objective of this research is to establish the much-needed data set on the socio-economic situation and labour force profile of refugees and asylum seekers under international protection, who live across the seven satellite cities, and to guide the follow-up work on the target group's participation to employment. Five pilot provinces have been identified so far out of the seven provinces where the research was conducted, namely, Adana, Denizli, Eskişehir and Konya and Samsun. These are the provinces where models of pilot intervention for skills-improvement have started to be implemented. Labour market analyses have been completed in Denizli, Eskişehir, Erzurum, Sakarya and Samsun, and reported as Analyses of Local Economic Development and Demand-Side Analyses of the Labour Market. These studies effectively complement the supply-side data obtained under the Research study with a demand-side analysis. However, the Reports' format,

content and style significantly vary, and the research conducted is not standardized across the provinces, which hampers the development of a coherent approach. The work towards the skills assessment is ongoing, and two of them, for Adana and Denizli, have been completed in late 2018. The completion of these studies and reports in the remaining provinces in the upcoming phase is crucial for the achievement of Project objectives to develop appropriate and tailor-made interventions for the specific needs of target groups across all provinces, which show significant variety in terms of nationality, gender and age composition. The mapping studies to gather information on services and mechanisms in livelihoods offered to non-Syrian refugees and asylum seekers by national and international organizations and NGOs have been completed and reported across all the provinces by April 2019. The studies are important in showing the lack of services to the target group, and in identifying areas to fulfill this gap. They also provide significant input in terms of showing the main challenges faced in provincial contexts, and the importance of improving collaboration and coordination across various bodies involved in the process in order to overcome these challenges.

The effectiveness of strengthening the capacity of national and local authorities to address challenges and strengthening coordination mechanisms (Objective 2) requires more time to be assessed, as currently several activities planned under this component are ongoing and progress has remained more challenging to assess within the framework of the evaluation. The establishment of the International Labour Force Policy Advisory Board chaired by DGILF, and the organization of one Advisory Board meeting with a specific agenda on non-Syrian refugees and asylum seekers is planned for the upcoming period. A major Workshop on International Labour Force Migration Statistics was held on 12 March 2019 in Ankara with the participation of relevant public institutions, NGOs and universities' migration and population research centers. The main issues that were raised during the workshop concerned the current problems related to the production and sharing of data and statistics, and suggestions for their improvement. The follow-up of the Workshop was provided by a more focused Evaluation Workshop, which was held in ILO Ankara Office on 24 April 2019 with 23 participants from public institutions collecting data and generating statistics, aiming to discuss in more detail the issues that arose from the previous Workshop and to develop specific recommendations concerning methodology, capacity building, data and statistics sharing, and the establishment of a working group to ensure the continuity of inter-institutional cooperation through an action plan. In the evaluation period, no such working group or action plan was yet ready. However, this is a crucial aspect to ensure the sustainability of the Project and should be placed more emphasis in the upcoming phase. Furthermore, a comprehensive training programme entitled 'Access of Refugees to the Labour Market and Improving Their Resilience' was organized in Turin, Italy, on 17-21 June 2019, involving 40 participants from relevant institutions and Project stakeholders, and consisting of seminars, panel discussions and group exercises on the topic of refugees and their access to the labour market, involving case studies from European countries, as well as territorial and sectorial analyses, and thematic workshops on governance, economic integration and developing sustainable solutions. Finally, the first round of policy dialogue was completed with the organization of eight Information Days targeting the private sector representatives, all facilitated and hosted by Chambers of Industry/Commerce, across all the Project provinces. This activity will continue in the upcoming phase, following the recent completion of the mapping studies, through the second round designed as 'Stakeholder Meetings' in pilot provinces and in Ankara.

The effectiveness of the Project on Improving information and wider understanding on the non-Syrian refugees and asylum seekers of their rights, benefits and responsibilities (Objective 3) has also been more limited as the activities defined under this Objective will mostly be completed in the upcoming phase. Models of pilot intervention have been developed with TVET partners in Adana, Konya and Eskişehir, in line with both skills profiling results and training demands of refugees. A total of 1,098 beneficiaries have so far participated in the TVETs and Language courses, consisting of 718 women and 380 men. The target under this Activity has already been achieved, however, a more standardized approach, providing data disaggregated on the basis of sex, age and nationality on the final number of

successful participants would be important to conduct a comparative assessment. Also, in order to have an exact idea about the scope and scale of the outreach of the courses to the participants, data on other provinces is crucial. It appears that follow-up of these trainings remains rather weak for the moment, and more emphasis should be given to job placements at the end of the training programmes in the upcoming phase. So far, approximately 550 non-Syrian refugees and asylum seekers have completed the TVET programmes across three of the pilot provinces (Adana, Eskişehir and Konya), and the importance of the formal employment of the target group has been raised in all the meetings with Chambers of Commerce/Industry, Associations of Merchants and Artisans, public institutions and unions. An important obstacle for the employment of non-Syrian population remains as the higher minimum wage criteria, implying that the employer is obliged to pay this group 1.5 times higher than the minimum wage. While no information or documentation has been shared with the consultant on the numbers of non-Syrian population reached for awareness-raising activities, or ways to reach them, posters on the Project objectives, as well as brochures on work permit, rights and responsibilities have been prepared in Turkish, Arabic and Persian. It is important to develop an effective communication strategy and partnerships at the local level to disseminate this material to the target group. A working breakfast meeting was organized in January 2018 with the participation of academics in order to discuss possible ways to raise awareness, as well as major problems on data and promotion of exchange of knowledge and ideas on the issue. A second meeting was planned for April 2019 but has not yet been realized. The follow up meetings and the launching of the actual campaign are to be carried out in the remaining phase of the Project.

Efficiency: The overall efficiency is found to be satisfactory, however there are some areas of improvement. The project has been receiving adequate political, technical and administrative support from the ILO and its national partners, who are directly involved in the Project design and implementation. For the examined phase, the resources at hand, including funds, expertise, knowledge and know-how, have been in general used efficiently. Still, certain problems have been voiced in relation to the outputs of research studies, which are found to be far from satisfactory, as well as the selection of experts involved in those under Objective 1, which seriously affects the quality of data on which the Project is committed to proceed and the comparability of data across provinces. The reports reviewed for this Evaluation reveal that the quality and depth of labour market analyses, skills profiles etc. significantly varies across different provinces, and a standardized approach would be more efficient in terms of generating the desired outputs. Additionally, there is a need to gear efforts towards the M&E of activities conducted so far in order to assess whether the resources have been used appropriately to reveal the desired outcomes. An impact assessment needs to be considered at the end of the Project in order to guide future public policies on the issue and establish models to be used in future interventions. A further point concerns the need to improve the management structure to promote more efficient coordination among objectives, activities, stakeholders and provinces. More efforts are needed in terms of adopting a more integrated approach in Project management, and enabling efficient communication and transfer of information among all relevant stakeholders.

Sustainability and Impact Potential: The issue at stake is by nature sensitive and requires significant governmental policies and strengthened efforts, which should be taken into account while evaluating the performance and progress of the Project. The sustainability of the Project's objectives is therefore strongly dependent on public policies, discourses and approaches, which should be carefully evaluated in particular in the current context where the wider socio-economic conjuncture might lead to attract negative reactions from the public. A difficult balance thus needs to be established between humanitarian concerns and not damaging the social structure, and the Project has been carefully progressing in these challenging circumstances. While most progress has been recorded in relation to Objective 1, the achievements in the other two components are also remarkable, and are likely to have medium to long-term impacts. An important point concerns the follow-up of activities so far conducted, particularly in relation to institutional capacity-building, in order to enhance the sustainability. Also, efforts need to be geared towards launching and effectively implementing a

nation-wide campaign to raise the awareness of both the beneficiaries and host communities, and carefully implementing it in the face of possible resistance from host communities. A further point concerns the need to involve more civil society and private sector partners in order to increase the impact and sustainability of the Project. The sustainability of the Project is also strongly dependent on collaboration with public partners, and therefore more effective and forward-looking partnerships are crucial with both central and local-level public institutions in the upcoming phase, building on their actual needs and priorities. A final point concerns the impact of both vocational and language trainings. TVETs provided within the framework of the Project need to be carefully evaluated in the upcoming phase, and the identification and design of these should take into account the results of the research in order to direct the target group towards these gaps. A related point concerns the fact that the skills profiles and labour market analyses reflect a quite diverse picture across provinces in terms of nationalities of the target population, and interventions planned on this basis should take this diversity into account and provide tailor-made measures in individual provinces. Finally, at the individual beneficiaries' level language trainings need to be given particular attention to ensure lasting results, as these are often found to be insufficient and not adequate to prepare the target group for the labour market, especially those who have no basic literacy, the majority of whom are women.

Conclusions

The findings of the Mid-Term Evaluation point to the overall successful progress of the Project and identifies areas that need further attention and concentrated efforts in the upcoming phase. The main factors promoting the achievement of the Project's objectives include: (1) the collaborative and supportive attitude of the Project Team; (2) the urgent social need addressed by the Project; (3) the consistency and complementarity of the activities and outputs of the Project; and (4) the selection of experts and involvement of the stakeholders. On the other hand, the points that need further consideration in the upcoming period include: (1) the uneven progress recorded across the seven provinces; (2) the problems concerning coordination and collaboration among the three components, as well as among the stakeholders, provinces and activities; (3) the division between Syrian and non-Syrian refugees, leading to implementation difficulties on the ground; (4) the difficulty in following the original timing of the activities; (5) the limitations posed by the existing legislative framework; (6) the need for effective monitoring of the outcomes of the trainings; (7) the problems in reaching out to potential beneficiaries; and (8) the need for better coordination with other UN Agencies. While the remaining duration is much limited to achieve all the desired objectives, it is important to continue efforts targeting the non-Syrian population via possible funding sources. Below are the recommendations that are geared for the upcoming phase.

List of Lessons Learned

1. The Project's success to achieve its objectives strongly depends on the level of ownership of local stakeholders, supportive host communities (including employers), and availability of employment possibilities and services offered at the local level.
2. There is a significant need to improve the management structure of the Project to promote more efficient coordination among objectives, activities, stakeholders and provinces.
3. The incremental nature of the Project implies that objectives, activities and outputs are complementary and interlinked, strongly build on each other, and mutually reinforce each other.
4. Measures should be taken/reinforced in the upcoming phase to improve the outputs and outcomes of the Project and to increase its sustainability.

List of Emerging Good Practices

1. The private sector partnership in Denizli with Ekpen Tekstil.
2. The contact made with DÖSiMM in Eskişehir-Odunpazarı for the sale of the products of women training participants, as well as the promotion and marketing of women's products through Instagram.

3. Allocation of resources for the recruitment of local Project staff (i.e., in Denizli), responsible for the coordination of local-level partners and ensuring efficient training outcomes for beneficiaries.
4. The establishment of a crèche facility at the premises of the Adana Metropolitan Municipality, and the social events (i.e. sight-seeing tours, picnics, cultural nights) organized by the same Municipality.
5. Allocation of adequate resources for comprehensive data collection and analysis so as to correctly identify the problems and develop evidence-based policy solutions for the target groups (i.e. the research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey).

List of Recommendations

High Priority:

1. Continue efforts in areas, which are planned for the final phase of the Project, particularly as regards Objective 2, which requires persistent and longer-term efforts and continuous advocacy activities.
2. Ensure the follow-up of workshops held under Objective 2, especially concerning the establishment of the Working Group and adoption of an Action Plan.
3. Develop ways to promote ownership among the stakeholders across the provinces, mainly by more regularly informing them on the Project's progress and by providing opportunities to meet their counterparts in other provinces.
4. Place more efforts on provinces where progress has remained limited. Discuss ways to overcome resistance in those provinces with the involvement of main partners and collaborators, and identify further interventions if necessary in order to raise awareness in these specific provinces on the rights of refugees.
5. Disseminate the good practices emerging out of provincial contexts across to the partners and stakeholders in order to promote mutual learning and ensure the sustainability of the Project.
6. Plan further activities to bring together the stakeholders involved in different components of the Project in order to ensure that all stakeholders are up-to-date with the Project's progress, and to promote exchange of good practices and know-how around the issue.
7. Place more attention to develop tailor-made measures across provinces, where research has established diverse compositions of nationalities, education and skills levels, skills requirements, sectors with job openings etc.
8. Focus on ways to increase the impact of the training courses, considering ways to make their duration longer, complement them with other skills-development courses, and identify new areas of vocational training, particularly targeting value-added sectors and new labour market demands.
9. Promote collaboration with other UN agencies working in the field in order to avoid overlapping and repetitive services and activities.
10. Concentrate efforts on effective monitoring and evaluation; ensure the follow-up work for the job placement of training participants, as well as their registration at İŞKUR.
11. Establish closer collaboration with İŞKUR, particularly in terms of on-the-job training programmes for the target population.

1. INTRODUCTION

The objective of this Evaluation Report is to present the findings of the Mid-Term Evaluation of “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” (PRM-NONSYR) Project. The evaluation process has been designed in line with ILO and PRM M&E procedures, as well as ILO Evaluation Policy aiming to improve quality, accountability and transparency of ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice. The evaluation focuses on the extent to which ILO performance in the Project is on track, where potential for improvement exists, actions to be taken in the remaining implementation period of the Project, as well as lessons learned from the Project implementation so far so that they are fed back into the process of organizational learning and the planning and programming of future activities. Specifically, the report aims to assess the progress that has been so far made towards the Project’s objectives through the criteria of relevance, efficiency, effectiveness, impact and sustainability. The evaluation adheres to ILO EVAL Checklists and templates as specified at the following link: <https://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>

2. PROJECT BACKGROUND

Turkey is ranked as the country, which hosts the highest number of refugees and asylum seekers since 2015. The Government of Turkey has been dealing with significant refugee influxes since 2011 and, along with more than 3.5 million Syrians under temporary protection as of 2019, refugees and asylum seekers from Iraq, Afghanistan, Iran and other countries are demanding international protection from Turkey in ever-increasing numbers. According to UNHCR data from July 2019,² the number of Syrian refugees has reached 3.6 million, while Turkey is currently hosting around 370.000 non-Syrian refugees and asylum seekers. 46% of this latter group consists of Afghans, 39% of Iraqis, and 15% of other nationalities. The gender and age distribution of this group differs widely according to nationality, with, for example, 57% of Afghan population being men, 15% women, and 28% children; whereas men constitutes 31% of Iraqi population, women 26%, and children 43%. According to data provided by the Directorate General of Migration Management (DGMM), applications for international protection have been steadily increasing over the last years and, as of 2017, 95% of 112.415 refugees applying for international protection in Turkey were from Iraq, Afghanistan and Iran (Eryurt 2019), which constitute the largest share of non-Syrian refugees in Turkey.

² <https://www.unhcr.org/tr/unhcr-turkiye-istatistikleri>

The increase in the number of applications for international protection, as well as the ongoing war, conflict and political instability in the countries of the region increases the likelihood of this group to stay permanently in Turkey. In this context, policies of integration and cohesion become all the more important. The Government of Turkey has taken a number of significant steps to improve the living conditions and livelihoods of Syrian refugees, particularly within the context of education, health and employment. Although the Government and international humanitarian actors are primarily focusing their efforts on the needs of the Syrians, protection measures and welfare actions targeting displaced persons of other nationalities are significantly less visible and thus there is an urgent need to support the latter group to reach decent living conditions in Turkey. In this respect, policies to promote the participation of this group in the labour market gain particular significance. Access to the labour market is crucial for non-Syrian refugees in Turkey, who are required to obtain a work permit as international protection applicants, and who may apply for a work permit six months after their application is filed.

The most comprehensive legal framework on immigration in Turkey to date consists of Law No. 6458 on Foreigners and International Protection, adopted on 11 April 2013, which led to the establishment of the DGMM. The Law stipulates three types of status for international protection applicants, including refugee, conditional refugee and secondary protection. Accordingly, those who fulfill the criteria of refugee in line with the 1951 Geneva Convention and who come from outside of Europe are considered as 'conditional refugees' to be protected in accordance with international law until they are settled in a third country. 'Conditional refugees', according to the Turkish Law, therefore refers to those who have fled from persecution in countries other than Syria and Europe, and who are only allowed to stay in Turkey temporarily. In contrast, Syrians, who have been living within Turkish borders since 2011, are entitled to 'temporary protection' status. This status gives them a registration card, access to education and health services, and legal employment opportunities upon employer's application for a work permit on their behalf. On the other hand, non-Syrian refugees, 'conditional refugees' in legal terms, have to apply for international protection after registering themselves to the DGMM. Until they receive international protection or work permit, their possibilities for decent living and working conditions remains significantly limited.

Following their application to the governorship, and until the decision is made on their application, refugees are temporarily assigned to a specific city amongst the 62 satellite cities by the DGMM. International protection application holders have the duty to regularly visit the DGMM and are restricted from movement outside of the city without permission.

Following the Law No. 6458, two Regulations, one on the Work Permit of Foreigners under Temporary Protection, and the other on the Work of Persons Having International Protection Application and International Protection Status, were adopted in 2016. These Regulations have established the right to work for refugees under international protection upon their residence in Turkey for six months. The Law No. 6735 on International Labour Force, on the other hand, was adopted on 13 August 2016, and provided for the establishment of the DG International Labour Force (DGILF) within the Ministry of Family, Labour and Social Services (MFLSS).

Academic and research studies that have been conducted on the situation of non-Syrian refugees living in Turkey, their integration process and their labour market profiles, remains limited, and are generally conducted with very small sample sizes. Due to the lack of reliable data, the assessment of the current socio-economic situation of refugees who fled to Turkey remains insufficient, and there are significant difficulties in examining their living and working conditions and livelihoods opportunities in depth. A Report by Refugees International (RI 2017: 5-6) reveals that non-Syrian refugees in Turkey mainly work in the informal sector, due to long waiting processes for the work permit and administrative and financial burdens on the employer, and face temporary employment with long hours, difficult working conditions, low wages often paid late, if they receive payment at all. Most of them are subject to exploitation and discrimination at work. Beyond the legal framework of access to the labour market, detailed data is lacking to grasp the socio-economic situation of non-Syrian refugees in Turkey in order to diagnose existing problems and develop effective solutions for improving their conditions and taking empowering actions. In this respect, “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project bears utmost significance.

Project Objectives

The theory of change of this project is improving livelihoods of this particularly vulnerable group of refugees, namely, non-Syrians in Turkey, through assessing their socio-economic situation, equipping them with skills and advocating for their decent work opportunities. To this end, the Project aims to: (1) collect information and analyze the socio-economic conditions of non-Syrian refugees and asylum seekers; and (2) explore employment possibilities and access to decent work opportunities for refugees resettled in satellite cities through conducting labour market analyses. The overall objective of the project is, therefore, to enhance the knowledge base on non-Syrian refugees, and to contribute to their livelihoods and access to decent work in Turkey. To this end, the project has three specific objectives that correspond to three main components around which it is being implemented:

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

The overall objective of this component, as described in the Project Agreement, is to support evidence-based policy-making and implementation. Accordingly, it is stated that data collection, evidence-based analysis and effective dissemination will be undertaken and inform all policy interventions along three pillars to inform dialogue and policy decisions. It is underlined that this component aims also to identify the pilot provinces to build further interventions.

The following six output indicators have been set out for this Objective:

- 1.1. Comprehensive research conducted to collect data and analyze the current socio- economic situation of non-Syrian refugees and asylum seekers, with specific reference to women (to be assessed via the completion of the research and its contribution to national-level debates and policy-making).
- 1.2. Identification of at least 5 pilot provinces out of the research conducted under 1.1 to guide and inform the direct interventions to be implemented under Activity 3.1 (to be assessed through the determination of pilot provinces based on Activity 1.1).
- 1.3. Labour market analyses conducted in selected pilot provinces (at least 5) to explore employment opportunities and absorption capacities of labour markets for non-Syrian refugees and asylum seekers (to be assessed through the delivered labour market analyses and their use to guide further interventions under Activity 3.1).
- 1.4. Three consultation meetings (national, regional and local levels) are conducted with the participation of tripartite constituents to discuss the results of the research and further measures to be taken for labour market integration of non-Syrians (to be documented via participant lists, signatures, summary of discussions and results of these meetings).
- 1.5. Reliable information is collected to assess the skills and human capital that refugees represent in selected provinces (to be assessed through the completion of skills assessments).
- 1.6. One mapping study is undertaken to gather information on services and mechanisms in livelihoods directed towards non-Syrians by national and international organizations and NGOs (to be assessed through the creation of livelihoods service mapping).

Objective 2: *Identifying the challenges that non-Syrian asylum seekers and refugees encounter in Turkey, and strengthening the capacity of national and local authorities to address some of these challenges; strengthening coordination mechanisms among and between national and international*

actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions.

This component involves strengthening labour market governance systems and institutions through the development of an enhanced evidence base and targeted capacity-building measures to improve planning and policy-making in government, compliance with labour legislation and regulations, and international labour standards. It also aims to facilitate continued policy dialogue and implementation with tripartite and other partners on access of refugees and host communities to sustainable decent work opportunities, and to improve the functioning of the labour market by addressing the drivers of segmentation, including the application and implementation of the related policy measures defined with Implementing Regulation on the Law on Foreigners and International Protection and Turkish International Labour Force Law that involves work permits, exemptions, etc. A key element of ILO's support under this component is to assist in establishing and/or strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, as well as to improve efficiency, effectiveness and sustainability of action related to labour market interventions.

The following four output and impact indicators have been identified for Objective 2:

- 2.1. Effective implementation of International Labour Force Policy Advisory Board chaired by DGILF is supported. One Advisory Board meeting is carried out with a specific agenda on non-Syrian refugees and asylum seekers (to be documented via advisory board meeting minutes, list of participants, etc.).
- 2.2. Joint national efforts between TurkStat, DGMM, MFLSS and relevant public institutions have been supported and facilitated in production, compilation and analysis of reliable and comparable data on international migration statistics in Turkey (to be documented via attendance lists, meeting minutes, cooperation protocols between these institutions).
- 2.3. Operational and institutional capacity of national authorities and tripartite partners, in particular DGILF, DGMM and provincial directorates of relevant public institutions, has been improved following seminars, training and study visits (to be assessed via training/seminar/study visit programme, training materials, attendance lists)
- 2.4. Further policy dialogue is enhanced at various levels on a range of related issues, including labour mobility mechanisms, implementation of legal framework, and access to employment-related services, social protection, conditions and rights at work, business investment and transition from the informal to the formal economy (participant lists, signatures, summary of discussions and results of these meetings).

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

The objective of this component is to support existing national mechanisms providing employment-oriented training and guidance to non-Syrians to make better use of these mechanisms in their access to labour market. Effective implementation of this pillar is based on established partnerships with central and local government institutions, vocational training centers, training providers and the private sector. This pillar also promotes systematic and continued approach to advocacy, awareness raising and education in order to improve the dissemination of information to the refugee community and to relevant public and private actors. Accordingly, under this component, effective dissemination of information will be ensured in close cooperation with DGILF through informative brochures, e-visuals, information meetings with private sector and a national awareness-raising campaign.

The following six output and impact indicators have been adopted under Objective 3:

- 3.1. In line with the information collected on the skills of refugees under Activity 1.5 and labour market assessments under 1.3; models of pilot intervention developed to further scale up (which builds on the baseline of existing skills-improvement interventions for Syrian refugees and host communities to constitute a model for this Project).
- 3.2. At least 600 non-Syrian refugees have benefited from certified vocational training, language and cultural education and apprenticeship programmes, mentorship/buddy programmes in the workplace and basic labour market skills training (to be assessed through job applications, referrals, job placements, participation to training programmes).
- 3.3. Employability of 600 people is improved through vocational training, language and cultural education and apprenticeship programmes (to be measured via job applications, work permits granted for non-Syrian refugees as a result of training).
- 3.4. In collaboration with DGILF, informative brochures, leaflets and e-visuals is prepared for non-Syrians in different languages explaining labour rights, benefits and related legal mechanisms and at least 1000 non-Syrian refugees and asylum seekers have been reached and informed on their rights (to be measured through the number of non-Syrian refugees and asylum seekers, host community members and employers reached).
- 3.5. At least 2 information meetings have been conducted towards private sector in collaboration with DGILF, Labour Inspection Board and Turkish Employment Agency (ISKUR) on employment of

refugees, in particular non-Syrians (to be documented via participant lists, signatures, summary of discussions and results of these meetings).

3.6. One national awareness-raising campaign is launched to combat discrimination in the workplace and highlight contributions of refugees in the labour market with the active engagement of employers' and workers' organizations (to be measured through the number of non-Syrian refugees and asylum seekers, host community members and employers reached through campaign).

The Project is, therefore, built on the three pillars of labour supply, labour demand, and governance. The Project Agreement underlines that the three components and related activities are closely interlinked and mutually reinforcing. Moreover, the Project builds on the experiences gained and lessons learned through the ongoing PRM-funded projects targeting Syrian refugees, which have already been effective in establishing partnerships with key public institutions. It is indicated in the Project Agreement that the locations, out of 62 satellite cities, for the implementation of further interventions will be determined following the comprehensive research to be undertaken under Objective 1.

Project Management

The Project significantly builds on the extensive experience of ILO Office for Turkey gained over more than four decades across a wide range of interventions in various areas including social dialogue, occupational safety and health, women and youth employment, elimination of worst forms of child labour, and more recent response to Syrian refugee influx. The Project is implemented in close collaboration with DGILF from the design stage onwards. Six project staff are responsible for the implementation-related tasks, who are technically supported by the Labour Migration Branch of ILO, and who include the following: (1) Senior Programme Coordinator in charge of the overall coordination of the project; (2) National Programme Officer (Technical) providing technical assistance for project implementation; (3) National Programme Officer (Finance and Administration) in charge of financial and administrative management of the project in compliance with the ILO's financial rules and regulations; (4) National Programme Officer (Communications) in charge of the management of communication-related activities and tasks; (5) Finance Assistant supporting Financial and Administrative Officer; and (6) Administrative Assistant supporting the Programme Officer.

Monitoring, evaluation and reporting procedures of the Project follow the ILO guidelines and take into account the PRM procedures. Day-to-day monitoring of the implementation progress is the

responsibility of the Project Manager, who is responsible for taking precautions for any delays or difficulties during the implementation so that the appropriate support and corrective measures are adopted in a timely manner. The project is expected to undergo a final evaluation to assess the achievement of the results and its impact. The evaluation process will be designed in line with ILO M&E procedures and take into account the M&E procedures of PRM. The Project implementation is closely monitored by ILO Office in Ankara and the ILO Headquarters in Geneva through internal monitoring and reporting structures.

General Information about the Project

The Project is funded by the US Department of State's Federal Assistance Award, and it has an allocated budget of USD 2,1 million for a period of 18 months, initially foreseen to be between September 2017 and March 2019, but currently extended by nine months to end of December 2019. The Project is being implemented across seven pilot provinces in Turkey, namely, Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. These provinces, as indicated in the Project Agreement, were originally planned to be identified on the basis of the results of the research to be conducted under Objective 1, but the limited duration of 18 months required the simultaneous implementation of Project activities under all three components. The seven provinces were therefore identified at the early stages of the Project, in order to ensure a balanced geographical representation across Turkey's regions and on the basis of existing administrative datasets on the nationality and geographical distribution of non-Syrian refugees and asylum seekers.

ILO is working in close cooperation with DGILF in the implementation of Project activities as its main implementing partner. The other main partners in Ankara include DGMM, TurkStat, as well as academics and researchers as external collaborators. Across the seven provinces, the Project activities are being implemented with institutions working on refugees and asylum seekers under international protection, including the provincial directorates of the Turkish Employment Agency (İŞKUR) and Migration Management, which were contacted and visited by the Project Team at the early stages of the Project, with a view to engaging them in the Project, particularly in the upcoming job placement process. In addition, the main provincial partners include provincial and district municipalities, chambers of commerce and industry, Public Education Centers (*Halk Eğitim Merkezleri*, HEM), as well as NGOs and private sector companies in several cities, which contribute to the organization of language and vocational trainings for the target groups in order to increase their basic living and occupational skills.

The Project places a significant emphasis on gender mainstreaming and incorporates a gender perspective from its design onwards. The Project Agreement contains gender-disaggregated data and references to the critical position of women and children with limited livelihood opportunities, and underlines the risk of this population to be at serious risk of engaging in exploitative and abusive work such as forced labour. It also acknowledges that women in the target group are at higher risk of being excluded from decent work opportunities, access to employment, information and services, as well as political and cultural participation due to barriers related to societal attitudes and stereotypes. It therefore highlights the Project's commitment to make sure effective inclusion of women, and states that gender segregated data and statistics will be collected to ensure that socio-economic situation analyses and assessment of skills reflect the problems and priorities and also occupational profiles of both men and women, which will also assist in identification of practical and strategic needs of men and women in access to income generating activities.

The main Project activities and achievements in the phase under evaluation include the following:

- A comprehensive Research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey, conducted in January-February 2019 and reported in May 2019;
- Local economic development and labour market analyses, skills profiles and mapping studies on the services provided and mechanisms offered to non-Syrian refugees across the seven pilot provinces;
- Completion of most of the consultation meetings aiming to discuss the results of the research at national, regional and local levels with the participation of tripartite constituents;
- The identification of pilot provinces for skills-development interventions, and start of the implementation of these interventions;
- The organization of a Workshop on International Labour Force Migration Statistics, held in March 2019 in Ankara with the participation of the relevant public institutions, NGOs and universities' migration and population research centers; and its follow-up by a more focused Evaluation Workshop in April 2019;
- The organization of a comprehensive training programme entitled 'Access of Refugees to the Labour Market and Improving Their Resilience' was organized in Turin, Italy, in June 2019, aiming at the improvement of the operational and institutional capacity of national authorities and tripartite partners;
- Completion of the first round of policy dialogue with the organization of eight Information Days across the Project provinces;

- Progress made in terms of the development of models of pilot intervention in Adana, Konya and Eskişehir, in line with both skills profiling results and training demands of refugees, which set out several best practices;
- Participation of a total of 1.098 beneficiaries in the TVETs and Language Courses, consisting of 718 women and 380 men;
- Preparation and dissemination of posters on the Project objectives, as well as brochures on work permit, rights and responsibilities in Turkish, Arabic and Persian.

3. EVALUATION BACKGROUND

Purpose, scope and clients

The purpose of the mid-term evaluation of the PRM-NONSYR Project is to improve project performance and contribute towards organizational learning, support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. The evaluation will test the underlying assumptions about contributions to broader developmental impacts, with an aim to help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term.

Specifically, the objectives of this evaluation include: (i) to improve project performance and contribute towards organizational learning; (ii) to assist the Project Team to enhance development results from the short term to a sustainable long term; (iii) to assess the effectiveness of planning and management for future impacts.

The evaluation results are expected to contribute to further project development to improve the labour market integration of non-Syrian refugees in Turkey. They would also be used to define what and how the ILO Office for Turkey contributed to improving the livelihoods of the target groups, strengthening of the knowledge-base, increasing the employability and raising the awareness of the target groups, public institutions and the general public about the labour market access of the refugees, their rights and obligations.

The scope of the evaluation encompasses all activities and components of the Project for the period October 2017-December 2018 and up to the actual time of the mission, namely, June-August 2019. The main recipients of the evaluation will be ILO management, project team members, national and local partners in Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. The main clients of

the evaluation include ILO management, Project Team members and programming staff in charge of the elaboration of new initiatives in the area of non-Syrian refugees in the region, national and local partners, as well as all relevant constituents and main beneficiaries involved in project implementation in Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun.

The conceptual framework for the evaluation is based on the key OECD/DAC criteria of relevance, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach. The evaluation considers the core ILO crosscutting priorities, including gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development. In particular, the gender dimension is considered as a crosscutting concern throughout the methodology, deliverables and final report of the evaluation. In line with the evaluation criteria outlined above, the evaluation addresses the questions that have been provided in the TOR and presented in the Inception Report. The list of questions has been adjusted to the different stakeholders that have been consulted as part of the evaluation (see the Methodology section) on the basis of their specific roles in the Project. In particular, information on the design and implementation of specific activities across different provinces, the most significant points of achievement / innovative aspects of the Project, its key challenges, weaknesses and main points of resistance, as well as suggestions and recommendations for improvement have been sought with a view to expanding the focus of the questions above. Based on the analysis of the findings, as well as the feedback from its primary stakeholders revealed from the participatory nature in which it has been conducted, the evaluation provides a set of recommendations with a view to improving the implementation of the project and the design of potential future initiatives.

The evaluation also aims to assess the contribution of the Project towards the achievement of the Sustainable Development Goals (SDGs), in particular SDG 8 on promoting sustained, inclusive and sustainable growth, full and productive employment and decent work for all; SDG 10 on reducing inequality within and among countries; as well as SDG 5 on achieving gender equality and empowering all women and girls. In this respect, the evaluation pays particular attention to SDG 8.8 on promoting labour rights and safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment; and SDG 10.7 on facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

The evaluation started in June 2019 with a consultation meeting organized with the Programme Officer, the Project Team, and the Evaluation Manager at ILO Ankara Office, which involved discussions

and exchange of ideas on the status of the project, its background and available material to be shared with the consultant, the priority assessment questions, the available data sources and data collection instruments, a tentative outline of the final assessment report, as well as the roles and responsibilities of the assessment team and logistical arrangements. These were then reflected in the Inception Report, which was submitted in July 2019, and which outlined the methods, sources and procedures to be used for data collection within the framework of the Mid-Term Evaluation of the PRM-NONSYR Project, and proposed a timeline of activities and submission of deliverables, as well as a tentative outline of the final evaluation report. The desk review was conducted in June 2019 and data collection process took place between July and September 2019, involving three site visits realized to Adana (10 July), Konya (1 August) and Eskişehir (2 August), in addition to interviews with the key stakeholders of the Project in Ankara. A briefing session was held in ILO Ankara Office with the Project Team in late July 2019. The Final Report was drafted and submitted in September 2019.

4. EVALUATION METHODOLOGY

Evaluation criteria and questions

The evaluation applies the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact potential.

The following list of questions was used during the interviews, as defined by the ToR and adjusted to different stakeholders and partners by the consultant (a full list of questions is provided in Annex VI), in order to gather data on relevance, effectiveness, efficiency and impact/sustainability:

Relevance

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

- Are the project approach and activities relevant to the needs of the constituents and with the stated objectives?
- Appropriateness of the project design:
 - Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
 - Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?

Effectiveness

- How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- Are the activities and outputs of the project consistent with their overall objectives of the project?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- Is there any communication strategy available? If yes, how effective was the communication strategy implemented?

Efficiency

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

Sustainability and impact potential

- Is the to-date achieved progress likely to continue in the similar pace till the end of ongoing project? If no, what actions may be taken for successful accomplishing?
- Is the to-date achieved progress likely to be long lasting in terms of longer term effects?
- What action might be needed to form a basis for longer term effects?
- How do the members of the project team envisage achievement of solutions for sustainable results?

Lessons learned and good practices for future

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

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

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

Sources and methods

The evaluation is based on data collection from a wide range of sources, including an extensive document analysis and stakeholder consultations through semi-structured interviews with project partners in Ankara and across the provinces where the Project is currently being implemented. Both qualitative and quantitative methods have been used in order to reach a full-fledged picture of the progress of the Project. A variety of sources (data, perceptions and evidence) have been used so as to allow the triangulation of findings in the area of improving the livelihoods of non-Syrian refugees and asylum seekers in Turkey, and promoting their decent work opportunities, where much of the data is qualitative and strongly interlinked with the perceptions and evaluations of relevant stakeholders. Therefore, in addition to the quantitative data to be obtained through the analysis of project documents, interviews have been conducted with the objective to enrich the qualitative perspective of the evaluation, increase the validity and reliability of the findings, and ensure a participatory process, as well as to efficiently incorporate the feedback of relevant stakeholders, who are directly involved in the interventions in the area, from their own points of view. The participatory nature of

the evaluation is believed to have contributed to the sense of ownership among stakeholders, while at the same time enhancing the interpretation of the evaluator of the real situation on the ground, which is not possible to assess merely based on the documented work and data.

The evaluation has thus adopted a transparent and participatory approach by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation. Opinions revealed by the stakeholders have been useful to improve and clarify the quantitative data obtained from project documents.

The evaluation process has been realized in three **phases** as follows:

(1) **The inception phase** based on a review of existing documents, which has produced the Inception Report. This phase included a **desk review** of all project material, including the project document, Logical Framework, progress reports, mission reports, workshop and meeting reports, research reports, evaluation reports of project activities, publicity material, and other outputs of the project. The outputs at the local level, including local economic development analyses, labour market analyses, skills profiles, mapping studies of services and mechanisms offered to non-Syrian refugees, conducted across all project provinces have been examined in detail based on their availability at this particular stage of the project. The evaluation has also used relevant material from secondary sources (i.e., national research and publications) to complement the information provided in Project documents. A detailed stakeholder analysis has also been conducted as part of this process, in collaboration with the Project Team at ILO Ankara Office, which has resulted in the full list of respondents provided for the evaluation.

(2) **The fieldwork phase** to collect and analyze primary data, including the following:

Consultations: Semi-structured interviews have been conducted as the second stage of the evaluation process, with the project partners and relevant stakeholders in Ankara and across the selected implementation provinces of the Project, based on the list of recommended / potential respondents / institutions provided by the Project Team (see Annex VI for sample questionnaire). The evaluation has used both individual and group interviews, which have been conducted face-to-face or on telephone depending on the availability of stakeholders and realization of field visits to project provinces. The consultations have started with the inception meeting held in June 2019 at ILO Ankara Office, and 26 interviews have been conducted with a total of 32 respondents (14 women, 18 men) between June and August 2019

(see Annex V for the full list of respondents). While mainly face-to-face interviews were conducted in Ankara, Adana, Eskişehir and Konya, telephone interviews were conducted with the Project stakeholders in Denizli and Sakarya (see below). Face-to-face interviews have lasted about 50-90 minutes, and telephone interviews lasted between 25-45 minutes depending on the involvement of the respondents in the Project and their level of knowledge / awareness of its objectives and activities.

Site visits: In addition to the main Project partners, external collaborators and stakeholders in Ankara, three site visits have been realized to the project provinces as part of the evaluation. The selection of the provinces for sight visits have been made in consultation with the Project Team and Evaluation Manager at ILO Ankara Office. Accordingly, three of the main provinces of the Project implementation, where most of the activities have been completed with significant outcomes and expected impact, namely, Adana, Konya and Eskişehir, have been visited as part of the evaluation. In these three provinces, the main project correspondents in municipalities, chambers of commerce and industry, Public Education Centers (HEM), and NGOs have been visited and interviewed. The selection of the sites to be visited as part of the evaluation process was made mainly on the basis of the allocated timeframe for the evaluation, time and financial considerations, as well as the progress made in these provinces. On the other hand, the stakeholders of the Project in Denizli and Sakarya have been interviewed via telephone. While Sakarya Chamber of Commerce and Industry (SATSO) was the only contact provided for this province, respondents in Denizli presented the widest range of project stakeholders, particularly with the inclusion of Pamukkale University (PAÜ) academic staff who conducted local analyses in Denizli as part of the Project. In fact, this provided a significant insight for this evaluation, and it would be equally important to get the views of academic staff involved in the Project in other provinces for the Final Evaluation. Finally, it would also be crucial to include the views of public institutions / organizations in the Project provinces, including the Provincial Directorates of İŞKUR, Migration Management, Social Security Institution (SSI), Social Assistance and Solidarity Foundations, as well as Development Agencies, as they have also been involved in several stages of the PRM-NONSYR Project and they could have provided important feedback on its successes and achievements so far.

No interviews have been realized with Samsun and Erzurum as no contacts from these provinces were included in the list provided by the Project Team. While it would have been important to get the views of key informants in these two provinces in order to provide a

complete picture of the Project progress, and feed back into the planning of the next phase of Project implementation, this was not possible due to the time limitations of the mid-term evaluation assessment, and this constitutes a significant limitation for the analysis presented in this Report.

While surveys were planned at the inception stage to be sent out to respondents in provinces where no site visits would be held, this was not realized as it was deemed not to be crucial in relation to the nature of the assignment. Contacts were provided in only two of the Project provinces where no site visits were realized, namely Denizli and Sakarya. In Sakarya, only SATSO was contacted, and in Denizli, the majority of respondents were academics from PAÜ, with whom in-depth interviews would be more valuable and richer in terms of information. Therefore, in-depth face-to-face and telephone interviews have been conducted with all the respondents in this assignment.

- (3) **The data analysis and reporting phase**, which produced the present final evaluation report. This phase also includes a debriefing session with ILO Ankara Office to be organized upon the completion of the report by the evaluator on the findings, conclusions and recommendations of the evaluation. The final draft of the report will be shared with the Evaluation Manager who will circulate it to the stakeholders for their comments and inputs, which will then be reflected in the final version of the report.

Limitations

The Project contains clearly defined objectives, and a set of output and impact indicators have been identified in relation to each of the three objectives/components. The interconnections between objectives and activities are clear, and they are mutually supportive. An important limitation, however, concerns the lack of clearly defined and measurable baselines, targets and/or indicators to attain the outcomes/objectives identified, which imposes significant challenges in terms of monitoring the progress and assessing the impact.

Norms and standards

The evaluation complies with UNEG evaluation norms and standards, and follows ethical safeguards, as specified in the ILO's evaluation guidelines and procedures. The rights and confidentiality of the sources have been safeguarded by taking their consent to take part in the evaluation process and disclosing the information they provide on the basis of their agreement.

5. MAIN FINDINGS

5.1. Relevance

Project's fit with the context:

While most academic, policy and project attention, at both national and international levels, is focused on more than 3.5 million Syrian refugees, Turkey is also home to almost 400.000 refugees and migrants from other countries (sometimes pronounced as far as 500-600.000), who face particular challenges in accessing labour markets under decent conditions. Lack of data and assessments on the living and working conditions of non-Syrian refugees and asylum seekers remains a major challenge. While most of them see Turkey as a transit destination, they still need to have their rights and access to decent work. The Project, therefore, clearly constitutes a major step in addressing a significant priority and is a much timely intervention in the area of improving the livelihoods of Non-Syrian refugees and asylum seekers in Turkey, and all the stakeholders interviewed for this evaluation appear to be in agreement on this issue.

Some of the most significant findings of the Report on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey (see Effectiveness Section), showing the relevance and timeliness of the Project objectives, as well as the fit between the project design and the direct beneficiaries' needs, include the following (see Annex VII for further detail on the findings):

- Non-Syrian refugee and asylum seeker population in Turkey displays a very young age structure, with 56% being in the 15-64 working age group and average age being 21.9, which is remarkably lower than the average age in Turkey at 32.
- Only one out of four in the 15-64 age group is currently working in Turkey. While almost half of men (48.5%) is working, this rate is only 7.5% for women, which clearly shows the limitations in women's participation in the labour market.
- More than half of this population works in low-skill and low-qualification jobs.
- Only 4.1% of the working population is registered to the SSI.
- Similarly, the rate of those working with a work permit is also very low, at 7.1%.
- Only 0.4% of the respondents have received vocational training in Turkey, and 0.2% have received on-the-job trainings, which shows the need to support vocational training possibilities in order to create sustainable jobs for this population.
- One out of four of the respondents have no working knowledge of Turkish, which seriously hampers their access to education, health, employment and social assistance. Only 8.7% has

advanced level of Turkish. It is of utmost importance to provide Turkish language training courses in satellite cities through HEMs and NGOs, and to provide economic incentives to encourage the target groups' participation in these courses.

It is important to note that these findings show great variety across different nationality groups, with Afghans facing particular difficulties in many respects. To ensure the transition of this population to decent work, to develop tailor-made strategies to encourage their participation in employment, is therefore of utmost importance. The active participation of non-Syrian refugees and asylum seekers in the labour market would be beneficial for both increasing the welfare of this population and facilitating their social and cultural integration into the host society, at the same time as promoting their contribution to the national economy. In this respect, the Project clearly addresses the needs of the target population, and its approach and objectives are strongly relevant for the larger context.

The Project provides direct support to the UN Development and Cooperation Strategy (UNDCS) for Turkey, based on four strategic areas of cooperation, one of which is 'migration and international protection'. Accordingly, the provision of effective and sustainable services to people under international protection, as well as central and local level management of migration particularly focusing on vulnerable groups, are the priorities of the current UNDCS framework, which also underlines the importance of gender equality and decent employment for all in the society. Furthermore, the Project provides important contributions to the achievement of the SDGs, in particular SDG 8 on promoting sustained, inclusive and sustainable growth, full and productive employment and decent work for all; SDG 10 on reducing inequality within and among countries; as well as SDG 5 on achieving gender equality and empowering all women and girls. In this respect, the Project is particularly designed to address SDG 8.8 on promoting labour rights and safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment; and SDG 10.7 on facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. The Project also complements other ILO Projects under the Refugee Response Programme, which particularly focuses on Syrian refugees, and which provide models for the implementation of the Project activities through the experience already gained and partnerships established.

Appropriateness of the project design:

The design of the Project is appropriate in relation to the ILO's strategic and national policy frameworks, and is in line with its priorities. The Project is well designed and builds on three closely inter-related and mutually reinforcing pillars, which reflects an incremental approach whereby success in each pillar leads to achievements in the others. The intervention logic of the Project appears to be coherent and realistic to achieve the planned outcomes, in particular if further attention is paid in the upcoming period in the effective coordination of the three objectives, as well as the monitoring and evaluation of activities conducted so far.

The Project contains clearly defined objectives, and a set of output and impact indicators have been identified in relation to each of the three objectives/components. The interconnections between objectives and activities are clear, and they are mutually supportive. It is important to note, however, that the use of the term 'impact indicators' might entail confusions, as these refer to long-term, more generic, effects of interventions, to assess whether societal change has occurred as a result, which are therefore expected to occur beyond the Project implementation. Three such impact indicators have been identified in the Project Agreement, in relation to Objectives 2 and 3 (indicators 2.2, 2.4 and 3.2), which are more suitable to be defined as 'outcome indicators' assessing progress against the specified outcomes of the Project. A further limitation concerns the lack of clearly defined and measurable baselines, targets and/or indicators to attain the outcomes/objectives identified, which imposes significant challenges in terms of monitoring the progress and assessing the impact. The Project Agreement defines only a restricted number of quantitative targets, mainly in relation to Objective 3, and almost no baseline has been identified to realistically assess the Project's contribution.

In this respect, particular attention appears to be needed in relation to Objective 2 and its indicators in the upcoming period, as it might prove challenging to assess the 'effective implementation' of International Labour Force Policy Advisory Board, as well as 'joint national efforts' between public institutions, policy dialogue, and capacity-development efforts directed towards these entities, on the basis of meeting minutes, participant lists and related measures/documents. While this aspect clearly pertains to the sustainability of the Project and goes beyond its lifetime, and significant activities have been realized for this Objective, policies, legislation and collected data would be more important in terms of assessing the progress towards objectives in this component.

5.2. Effectiveness

Progress towards objectives

The examination of the progress achieved within the Project so far demonstrates that, in general, the Project implementation is proceeding smoothly, and it has been successful in achieving most of its objectives in the foreseen time and with the allocated resources. Overall, the evaluation of the Project's effectiveness points to a satisfactory performance, particularly in relation to Objective 1, which has successfully achieved its commitments and completed its activities on time and with existing resources. The Project has certainly been successful in terms of its objective to enhance the knowledge and evidence base by identifying, collating and analyzing reliable data and information on non-Syrian refugees and asylum seekers through both national and local level research and studies (including the Research on Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey, as well as the analyses of local economic development and demand-side analyses of the labour market, and mapping studies on services and mechanisms in livelihoods offered to the target groups conducted at the local level) to inform policy-making interventions. Most of the consultation meetings aiming to discuss the results of the research at national, regional and local levels have been completed with the participation of tripartite constituents. The pilot provinces for skills-development interventions have also been identified and these interventions have started in the period under evaluation.

The effectiveness of Objective 2 has been partly satisfactory, requiring more time to be assessed, as currently several activities planned under this component are ongoing and progress has remained more challenging to assess within the framework of the evaluation. This objective aims at strengthening the capacity of national and local authorities to address the challenges faced by the target group in Turkey. While a major Workshop on International Labour Force Migration Statistics was held in March 2019 in Ankara bringing together the relevant public institutions, and its follow-up was provided by a more focused Evaluation Workshop in April 2019, the working group and action plan to be delivered as an outcome of these activities have not been completed as of the evaluation period. The effective implementation of International Labour Force Policy Advisory Board chaired by DGILF, and on the organization of one Advisory Board meeting with a specific agenda on non-Syrian refugees and asylum seekers is also planned for the upcoming period. A comprehensive training programme entitled 'Access of Refugees to the Labour Market and Improving Their Resilience' was organized in Turin, Italy, in June 2019, aiming at the improvement of the operational and institutional capacity of national authorities and tripartite partners. Finally, activities aiming to enhance policy dialogue is

ongoing in the phase of mid-term evaluation. The first round of policy dialogue was completed with the organization of eight Information Days across the Project provinces. The second round designed as 'Stakeholder Meetings' will be organized in pilot provinces and in Ankara, involving relevant stakeholders working on refugees. Considering the remaining time frame of the Project, the successful completion of these activities requires more concentrated efforts.

Similarly, the effectiveness of the Project under Objective 3 has also been partly satisfactory as the activities defined under this Objective will mostly be completed in the upcoming phase. This Objective relates to enhancing the labour market integration of non-Syrians through improving their skills, supporting existing national mechanisms and improving information and wider understanding on refugee community. Progress has been made in terms of the development of models of pilot intervention in Adana, Konya and Eskişehir, in line with both skills profiling results and training demands of refugees, and several best practices have been set. A total of 1.098 beneficiaries have so far participated in the TVETs and Language Courses, consisting of 718 women and 380 men, exceeding the established target of at least 600 non-Syrian refugees to have benefited from certified vocational training, language and cultural education and apprenticeship programmes, mentorship/buddy programmes in the workplace, and basic labour market skills training. However, a more standardized approach across the provinces, providing data disaggregated on the basis of sex, age and nationality on the final number of successful participants would be crucial to assess the progress. Regarding the target of improving the employability of 600 people through vocational training, language and cultural education and apprenticeship programmes, to be measured via job applications and work permits granted for non-Syrian refugees as a result of training, it should be noted that this is a long-term impact of the Project, and requires rigorous monitoring and evaluation of the Project outputs and objectives. As regards the target of 1.000 non-Syrian refugees and asylum seekers to be reached via informative brochures, leaflets and e-visuals to be prepared with DGILF explaining labour rights, benefits and legal mechanisms, no information or documentation has been shared with the consultant on the numbers reached, or ways to reach them, while posters on the Project objectives, as well as brochures on work permit, rights and responsibilities have been prepared in Turkish, Arabic and Persian. Three information meetings targeting the private sector are planned in the upcoming period in Konya, Eskişehir and Denizli, specifically focusing on work permits. Finally, the launch of a national awareness-raising campaign to combat discrimination in the workplace and highlight the contributions of refugees in the labour market is planned, to be conducted with the active engagement of employers' and workers' organizations. The follow up meetings and the launching of the actual campaign are to be carried out in the remaining phase of the Project. These points will be explored in detail below in relation to each Activity.

Objective 1:

Under this component, in line with **Activity 1.1**, a comprehensive Research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey was conducted in January-February 2019 across the seven pilot provinces, led by the Migration and Politics Research Center of Hacettepe University (HUGO). The main objective of this research is to establish the much-needed data set on the socio-economic situation and labour force profile of refugees and asylum seekers under international protection, who live across the seven satellite cities, and to guide the follow-up work on the target group's participation to employment.

The research was planned as a household survey, with a representative sample of 1192 households hosting 6275 individuals. Among those who responded to the 'household questionnaire', aiming to provide information on household members' socio-demographic characteristics, immigration status, labour force profiles, housing characteristics and economic conditions of households, 61% was from Iraq, 25% from Afghanistan, and 12% from Iran. Among those, 1877 individuals in the 15-64 age group (working age population), consisting of 1140 men and 737 women, were further selected to fill the 'individual questionnaire', containing information on the individuals' main characteristics, immigration process, working status, reasons for not working (if they are not working), pre-immigration socio-demographic and economic status, living conditions in Turkey, and future plans. The research was conducted across seven pilot provinces to be selected amongst the 62 satellite cities, which would then constitute the pilot provinces of the present Project. The selection of the pilot provinces was based on several pre-defined criteria, including:

- (1) having at least one province from across the seven geographical regions of Turkey,
- (2) the nationality distribution of refugee and asylum seeker population in the provinces,
- (3) the inclusion of old and new satellite cities in order to reflect the different characteristics of old and new refugees and asylum seekers in Turkey.

The Research Report was drafted in May 2019 and contains comprehensive information on the socio-economic situation of the non-Syrian refugee and asylum seeker population in Turkey under the following chapters:

- (1) Household membership and housing characteristics
- (2) Main characteristics and labour force profiles
- (3) Working conditions, extent of knowledge on work-related rights, vocational training situation, and plans to establish business
- (4) Immigration and settlement processes
- (5) Living conditions and future plans

The Report provides a rich dataset on the current demographic composition, socio-economic status and labour force profile of non-Syrian refugees and asylum seekers, disaggregated on the basis of nationality, gender and age, which would be crucial to be further used for comprehensive and multi-variate advanced analyses. The research conducted in this respect therefore fulfills a crucial gap in providing information on the labour supply, diagnosing the problems faced by the target group in terms of their participation and integration in the society and in the labour market, as well as of developing effective solutions to address those.

The Report also contains a comprehensive evaluation and a set of policy recommendations to guide further studies and policies on the issue, both within the framework of the Project and beyond its lifetime. This Activity has thus been completed, the results of which are expected to be shared with Project stakeholders and feed into national-level debates and policy-making in the upcoming phase.

Under **Activity 1.2**, 5 pilot provinces have been identified so far out of the seven provinces where the research was conducted under Activity 1.1, namely, Adana, Denizli, Eskişehir and Konya and Samsun. These are the provinces where models of pilot intervention for skills-improvement planned under Activity 3.1 have started to be implemented.

Under **Activity 1.3**, labour market analyses have been completed in Denizli, Eskişehir, Erzurum, Sakarya and Samsun, and the reports have been shared with the consultant. As stated in the Project Agreement, these analyses have been conducted and completed in 5 provinces and reported as Analyses of Local Economic Development and Demand-Side Analyses of the Labour Market. Therefore, this output indicator has been achieved successfully in the timeframe concerned, and it effectively complements the supply-side data obtained under Activity 1.1 with a demand-side analysis.

The studies generally present the main sectors and sub-sectors of economic development, the distribution of open positions across the sectors and occupations that are considered to be suitable for the target groups, skills and qualification profiles, job creation possibilities, and gender and age compositions, respective to each of the provinces. They are mostly based on research conducted with local economic development actors in respective cities, including Development Agencies, provincial directorates of İŞKUR and SSI, municipalities, as well as chambers of commerce and industry, chambers of merchants and craftsmen, and other relevant organizations such as universities and NGOs. Most of them contains the views of local economic development actors and employers on the profile of the non-Syrian population in respective cities, the main challenges faced (i.e. the language and integration

issues; problems related to finding the right skills and qualifications; lack of experience and training; lack of job applications from the target group), as well as their recommendations to facilitate the employment of this group (i.e. through support and incentives to be provided to employers in terms of wages, social insurance premium payments, vocational and language training; and legislative measures, especially concerning work permit requirements). It is also underlined that collaboration among actors, such as local governments, provincial directorates of Migration Management, İŞKUR, Ministry of Family, Labour and Social Services, chambers, NGOs, universities, private sector companies and UN bodies, is key to promote the employment of this group. The studies also point to the importance of awareness raising and information activities, and provision of vocational and language training courses to this group. These findings clearly show the relevance and timeliness of the Project.

Still, it is important to note that the Reports' format, content and style significantly vary, and the research conducted is not standardized (i.e. based on field research with local economic development actors), which hampers the development of a coherent and homogenous approach across all the provinces. It would have been useful if the analyses concerned could have been conducted by the same research team, around the same questions and objectives.

Activity 1.4 concerns the organization of three consultation meetings, at national, regional and local levels, with the participation of tripartite constituents in order to discuss the results of the research conducted under Activity 1.1 and further measures to be adopted for the labour market integration of non-Syrians. As the results of the research have recently been compiled in a Report in May 2019, this Activity will be completed in the upcoming period, following the completion of DGILF's review of the Report. The meetings planned under this Activity involve a national consultation meeting in Ankara, a regional meeting in Adana, and a local meeting in Eskişehir.

The work towards the skills assessment under **Activity 1.5** is ongoing, and two of them, for Adana and Denizli provinces, have been completed prior to the mid-term evaluation, in late 2018, and shared with the consultant. The field research for this Activity aimed to collect data on the qualifications, skills and education levels, employability, forms of labour market participation, sectoral distribution and working conditions of international protection applicants and status holders, with a view to assessing their skills and formulating strategies to promote their employment in decent jobs suitable for their skills and qualifications. Both reports, therefore, contain a set of recommendations suitable for the contexts in which the research is conducted. The completion of these studies and reports in the remaining provinces in the upcoming phase is crucial for the achievement of Project objectives to develop

appropriate and tailor-made interventions for the specific needs of target groups across all provinces, which show significant variety in terms of nationality, gender and age composition.

Activity 1.6 consists of a mapping study to gather information on services and mechanisms in livelihoods offered to non-Syrian refugees and asylum seekers by national and international organizations and NGOs. The mapping studies have been completed and reported across all the provinces by April 2019. Therefore, progress under this indicator is fully accomplished. The studies conducted under this Activity provide a comprehensive picture of available services provided to non-Syrian refugees across the provinces by public institutions (i.e. provincial directorates of Migration Management, National Education, Health, Family, Labour and Social Services, SSI, İŞKUR, AFAD, Social Assistance and Solidarity Foundations, etc.), development agencies, municipalities, professional associations (chambers of industry, commerce, tradesmen and craftsmen, bar associations, etc.), NGOs (SGDD-ASAM, Red Crescent, local NGOs, etc.) and international organizations. The studies are important in showing the lack of services to the target group, especially compared to Syrian refugees, which benefit from a wider range of services all across, and in identifying areas to fulfill this gap. They also provide significant input in terms of showing the main challenges faced in provincial contexts, and the importance of improving collaboration and coordination across various bodies involved in the process in order to overcome these challenges.

Objective 2:

Activity 2.1 on the effective implementation of International Labour Force Policy Advisory Board chaired by DGILF, and on the organization of one Advisory Board meeting with a specific agenda on non-Syrian refugees and asylum seekers, which is planned for the upcoming period.

Under **Activity 2.2**, a major Workshop on International Labour Force Migration Statistics was held on 12 March 2019 in Ankara with the participation of the relevant public institutions including DGILF, DGMM, Ministry of Family, Labour and Social Services, as well as experts, academics and researchers of public institutions, NGOs and universities' migration and population research centers.

The preparation period of the Workshop, between October 2018 and March 2019, involved more than 20 meetings with 13 different institutions and organizations, focusing on the particular issues that arise in relation to the Project objectives and target group, including:

- (1) Deficiencies of data, statistical infrastructure and the statistic production system,
- (2) Needs to improve the structure of the statistical system
- (3) Ways to improve actual measurements

- (4) New methodological developments
- (5) Untouched issues concerning producers and users,
- (6) Necessity for providing conceptual coordination among institutions.

The findings of these preparatory meetings fed into the format and content of the Workshop, which primarily aimed to discuss the public policies and processes of data collection, compilation, statistics generation, sharing and evaluation in relation to migrant workers in Turkey. The Workshop focused on setting out the current activities of the relevant institutions, increasing the efficiency of existing policies and programmes, putting forward recommendations on the improvement of inter-institutional coordination, as well as establishing policies and programmes to offer solutions to current and future problems in line with Workshop outputs.

Overall, the main issues that were raised during the workshop, concerning the current problems related to the production and sharing of data and statistics, and suggestions for their improvement, included the following:

- (1) Data compilation, synchronization of statistical concepts and definitions
- (2) Work permits, its data and statistics
- (3) Qualification of official data sources (household surveys and census)
- (4) New types of data requirements for profiling (occupation, training, etc.) of refugees
- (5) Data sharing and transfer capabilities, coordination mechanisms and partnerships between public institutions
- (6) Access to and use of non-traditional data sources and methods of analysis (Big Data, data of NGOs, etc.)
- (7) Demands regarding new legal regulations
- (8) Necessity to improve the skills of experts and statisticians

The follow-up of the Workshop was provided by a more focused Evaluation Workshop, which was held in ILO Ankara Office on 24 April 2019 with 23 participants from public institutions collecting data and generating statistics, including TurkStat, DGILF, DGMM, İŞKUR, and SGK, as well as experts and ILO staff. The Evaluation Workshop aimed to discuss in more detail the issues that arose from the previous Workshop and to develop specific recommendations concerning the issues of methodology, capacity building, data and statistics sharing, and the establishment of a working group to ensure the continuity of inter-institutional cooperation through an action plan.

In the evaluation period, no such working group or action plan was yet ready to be shared with the consultant. However, this is a crucial aspect to ensure the sustainability of the Project and should be placed more emphasis in the upcoming phase.

Under **Activity 2.3** on the organization of seminars, training and study visits aiming at the improvement of operational and institutional capacity of national authorities and tripartite partners, a comprehensive training programme entitled 'Access of Refugees to the Labour Market and Improving Their Resilience' was organized in Turin, Italy, on 17-21 June 2019. The training involved approximately 40 participants from a wide range of relevant institutions and Project stakeholders, including the Presidency of the Republic of Turkey, MFLSS, DGILF, DGMM, SSI, İŞKUR, as well as representatives of municipalities, chambers of industry, universities and NGOs from Project provinces.

The training programme consisted of important seminars, panel discussions and group exercises in the topic of refugees and their access to the labour market, and involved case studies from European countries, as well as territorial and sectorial analyses, and thematic workshops on governance, economic integration and developing sustainable solutions. The programme also involved study visits to ENAIP (an Italian national network offering services for vocational training and labour) and SRMIG (a civil society organization supporting refugees). The effects of this programme are to be seen in the upcoming phase and in the long run, but it is an important step in terms of capacity-building of national institutions.

Activity 2.4 on enhancing policy dialogue on related issues such as labour mobility mechanisms, implementation of legal framework, access to employment-related services, social protection, conditions and rights at work, business investments and transition from informal to the formal economy is ongoing in the phase of mid-term evaluation. In this regard, the first round of policy dialogue was completed with the organization of eight Information Days targeting the private sector representatives, all facilitated and hosted by Chambers of Industry/Commerce, across all the Project provinces. The meetings focused on providing information to employers on how to implement the legal framework during the transition from informal to formal economy, and involved presentations on the Project, work permit procedures, and status of foreigners in Turkey with the participation of DGILF and DGMM representatives. This activity will continue in the upcoming phase, following the recent completion of the mapping studies, through the second round designed as 'Stakeholder Meetings' in pilot provinces and in Ankara, involving relevant stakeholders working on refugees.

Objective 3:

Under this component, **Activity 3.1** foresees the development of models of pilot intervention on the basis of skills profiles (Activity 1.5) and labour market assessments (Activity 1.3), which will build on the existing skills-improvement interventions for Syrian refugees and host communities. Progress has been made in terms of the completion of these reports and assessments, which have provided an important basis for the activities held under this indicator, namely, several models of pilot intervention developed with TVET partners in Adana, Konya and Eskişehir, in line with both skills profiling results and training demands of refugees. These pilot interventions aimed to better prepare the refugees to the labour markets of the provinces, and to address the needs of the latter. Several good practices have emerged during these interventions, including the advanced VET programmes on hairdressing and sewing in Adana; and arduio and amigurumi modules in Konya. In Eskişehir, leather accessory making and jewelry making courses were organized for a women-only group from Iraq and Afghanistan, in cooperation with the Odunpazarı Association of Traditional Arts and Crafts. This has resulted in a good practice for the Project in creating livelihood opportunities particularly for women, whereby the Association contacted the Ministry of Culture, DÖSiMM, for the sale of the products of these courses across Turkey through the Ministry's official shops.

Work is ongoing for a new pilot intervention in Adana, together with Seyhan Municipality, under the greenhouse planting module. In Eskişehir, a road map has been prepared for the upcoming period, the major step of which will be the establishment of a cooperative as a production mechanism to involve refugee women. ILO guidance will be provided in this respect by putting the Association in contact with similar cooperative initiatives. Currently, as the first stage of the cooperative, women participants in trainings are encouraged for home-based production. This will be complemented with the sale mechanism to be established with DÖSiMM, and promotion and marketing of women's products through the social media. Peer-to-peer learning experiences will also be promoted by encouraging trained women to contribute to new training participants. All these are also significant in terms of contributing to the sustainability of the Project.

Activity 3.2 sets the target of at least 600 non-Syrian refugees to have benefited from certified vocational training, language and cultural education and apprenticeship programmes, mentorship/buddy programmes in the workplace, and basic labour market skills training. The reports submitted by training coordinators from Adana, Eskişehir and Konya for this Activity indicate the following numbers for non-Syrian vocational training participants, which have been reported so far and shared with the consultant:

- 67 participants (46 women – 21 men, out of which 5 are Turkish nationals, and approx. 55 has been certificated) in ‘Garment Accessories Sewing’ and ‘Lock Stitch Machinery’ courses in December 2018-March 2019 (Adana Metropolitan Municipality);
- 21 participants (all men, all certificated) in ‘Water Based Painting’ course in October-December 2018 (Adana Metropolitan Municipality);
- 17 participants (7 women – 10 men) in ‘Computer Operating’ course in January-March 2019 (Adana Seyhan);
- 21 participants (all women) in ‘Women’s T-Shirt Sewing’ course in January-March 2019 (Adana Seyhan);
- 22 participants (all women) in ‘Hair Dressing’ course in February-March 2019 (Adana Seyhan);
- 17 participants (all women, all certificated) in ‘Sepiolite Dressing’ course in February-March 2019 (Eskişehir Odunpazarı);
- 17 participants (all women, 16 certificated) in ‘Kids Outdoors Clothing Sewing’ course in February-March 2019 (Eskişehir Odunpazarı);
- 47 participants (all women) were continuing their training in ‘Women’s Clothing Model Preparation’, ‘Accessory Preparation’, ‘Kids Outdoors Clothing Sewing’ and ‘Sepiolite Dressing’ courses as of July 2019 (Eskişehir Odunpazarı);
- 57 participants (28 female – 29 male) in ‘Hair Dressing’ course in May-August 2019 (Eskişehir Tepebaşı)

Moreover, a list of 391 participants in 11 vocational, 2 language training courses have been provided by KOMEK, but no information is provided on their actual participation, aggregate gender and nationality distribution, and numbers of certificates. The vocational courses have been organized in diverse areas from garment production to coating.

The information on language training participants includes the following:

- 75 participants (40 women – 35 men) in ‘Turkish for Foreigners Level A1’ courses in Adana (Adana Metropolitan Municipality, 1 August-18 September 2018);
- 86 participants (43 women – 43 men) in ‘Turkish for Foreigners Level A1’ course in Adana (Seyhan Municipality, 3 September-18 October 2018; 24 September-9 November 2018; 30 October-24 December 2018);
- 43 participants (23 women – 20 men) in ‘Turkish for Foreigners Level A2’ course in Adana (Seyhan Municipality, 30 October-24 December 2018; 19 November 2018-14 January 2019);

- 50 participants (38 women – 12 men) in ‘Turkish for Foreigners Level A1’ course in Adana (Seyhan Municipality, 6 May-26 June 2019);
- 39 participants (15 women – 24 men) in ‘Turkish for Foreigners Level A2’ course in Adana (Seyhan Municipality, 6 May-4 July 2019);
- 33 participants (27 women – 6 men) in ‘Turkish for Foreigners Level A1’ course in Konya (KOMEK, 25 February-3 April 2019);
- 33 participants (18 women – 15 men) in ‘Turkish for Foreigners Level A2’ course in Konya (KOMEK, 25 February-9 April 2019);
- 45 participants (21 women – 24 men) in ‘Turkish for Foreigners Level A1’ course in Eskişehir (Tepebaşı Public Training Center, 19 February-21 March 2019);
- 34 participants (21 women – 24 men) in ‘Turkish for Foreigners Level A2’ course in Eskişehir (Tepebaşı Public Training Center, 25 March-25 April 2019);
- 37 participants (22 women – 15 men) in ‘Turkish for Foreigners Level A1’ course in Eskişehir (Tepebaşı Public Training Center, 26 April-24 May 2019);
- 37 participants (21 women – 16 men) in ‘Turkish for Foreigners Level A2’ course in Eskişehir (Tepebaşı Public Training Center, 28 May-4 July 2019);
- 40 participants (36 women – 4 men) in ‘Turkish for Foreigners Level A1’ course in Konya (KOMEK, 17 June-2 August 2019).

A total of 1.098 beneficiaries have so far participated in the TVETs and Language courses, consisting of 718 women and 380 men, which clearly shows the priority assigned to women. It is important that field coordinators in Adana and Eskişehir have provided data on both language and vocational training participants disaggregated on the basis of sex and nationality. Good practices in this Activity include the establishment of a ‘Garment Workshop’ within Adana Metropolitan Municipality, with the equipment and machinery provided by ILO. A crèche was also established with ILO contribution in the venue provided by Adana Metropolitan Municipality in order to facilitate women’s participation. In Konya, effective visibility and publicity activities have been used by KOMEK in order to attract participants to vocational training courses, including brochures, text messages, online portals in Turkish, English and Arabic, which increased participation. In Seyhan, focus group meetings have been conducted with the participants in the aftermath of the courses in order to get their feedback.

The numbers provided above prove that the target under this Activity has already been achieved. However, a more standardized approach, providing data disaggregated on the basis of sex, age and nationality on the final number of successful participants would be important to have an exact idea. In

some cases, no information is provided on the actual number of participants, their gender and nationality distribution, and the number of certificates provided at the end of courses, which makes it difficult to make a comparative assessment. Also, in order to have an exact idea about the scope and scale of the outreach of the courses to the participants, data on other provinces is crucial.

Activity 3.3 concerns the improvement of the employability of 600 people through vocational training, language and cultural education and apprenticeship programmes, which will be measured via job applications and work permits granted for non-Syrian refugees as a result of training. This is a long-term impact of the Project, and requires rigorous monitoring and evaluation of the Project outputs and objectives. It has been also underlined during a number of consultation meetings that follow-up of these trainings remain rather weak for the moment, and that more emphasis should be given to job placements at the end of the training programmes in the upcoming phase. So far, approximately 550 non-Syrian refugees and asylum seekers have completed the TVET programmes across three of the pilot provinces (Adana, Eskişehir and Konya), and the importance of the formal employment of the target group has been raised in all the meetings with Chambers of Commerce/Industry, Associations of Merchants and Artisans, public institutions and unions. An important obstacle for the employment of non-Syrian population remains as the higher minimum wage criteria, implying that the employer is obliged to pay this group 1.5 times higher than the minimum wage.

The agreement with Ekpen Textile in Denizli is significant in this respect, as the company has agreed to provide training to 10-20 non-Syrians on sewing, with the prospect of successful trainees to be employed by the company, with ILO's facilitation of obtaining work permits. Incentives will also be provided by the Project to the employer, including work permit fees and SSI premiums of three months.

Under **Activity 3.4**, 1.000 non-Syrian refugees and asylum seekers are targeted to be reached via informative brochures, leaflets and e-visuals to be prepared with DGILF explaining labour rights, benefits and legal mechanisms. While no information or documentation has been shared with the consultant on the numbers reached, or ways to reach them, posters on the Project objectives, as well as brochures on work permit, rights and responsibilities have been prepared in Turkish, Arabic and Persian. It is important to develop an effective communication strategy and partnerships at the local level to disseminate this material to the target group.

Activity 3.5 concerns the organization of two information meetings targeting the private sector in collaboration with DGILF, Labour Inspection Board and İŞKUR on the employment of non-Syrian

refugees and asylum seekers. Eight Information Days have been realized across all the pilot provinces (see Activity 2.4 above), and three more information meetings are planned in the upcoming period in Konya, Eskişehir and Denizli, specifically focusing on work permits.

Finally, under **Activity 3.6**, the launch of a national awareness-raising campaign to combat discrimination in the workplace and highlight the contributions of refugees in the labour market is planned, to be conducted with the active engagement of employers' and workers' organizations. The target audience of this campaign is host communities at the national, regional and local levels, as well as the refugees. The concept notes planned for the campaign indicates that this Activity requires cooperation with TurkStat, DGMM, DGILF, local administrations and academics. A working breakfast meeting was organized in January 2018 with the participation of academics in order to discuss possible ways to raise awareness on the issue, as well as major problems on data and promotion of exchange of knowledge and ideas on the issue. Based on the documentation provided for this Evaluation, a second meeting was planned for April 2019 but has not yet been realized. The follow up meetings and the launching of the actual campaign are to be carried out in the remaining phase of the Project.

Factors promoting the achievement of objectives

The Project represents a first step in an increasingly pressing area, where it is crucial to develop interventions to increase institutional capacity, as well as improve the services offered to promote the successful integration of the target group into the society, mainly by means of decent employment practices. It is, therefore, important to continue efforts in areas which are planned for the final phase of the Project, particularly as regards Objective 2, which is the main element for a change of mindset in terms of both increasing institutional capacity and improvement of legislative and policy framework for the target group, and which requires persistent and longer-term efforts and continuous advocacy activities.

The factors that have so far led to the successful achievement of the objectives include, first of all, the **collaborative and supportive attitude of the Project Team** in Ankara, which is underlined by almost all the respondents to this Evaluation. Accordingly, the Project Team is easily reachable, friendly to communicate with, attentive for the specific problems faced in the implementation, eager to find solutions, and supportive to the needs of the stakeholders and beneficiaries.

A second important factor has been the fact that the Project responds to a much urgent need, and is a first and crucial step to an **increasingly pressing social issue**. As outlined elsewhere in this Report, Turkey is ranked as the country that hosts the highest number of refugees and asylum-seekers, while most of the policy attention has so far been directed towards Syrian refugees. The target group of this Project, while exponentially increasing in numbers due to political and social crises in neighboring countries, have been mostly neglected due to the allocation of resources to the first group, as well as due to problems of institutional capacity, particularly in relation to data collection issues. The Project, by taking significant steps for the integration of this group to the society, and by committing itself to developing both institutional and beneficiary capacity, develops a timely and much-expected response to the problems faced by both this group and the host society.

A third factor concerns the **consistency and complementarity** of the activities and outputs of the Project with its overall objectives, which facilitates the assessment of the progress and provides tangible contributions to the needs identified in terms of both institutions and beneficiaries.

Selection of experts and involvement of stakeholders, especially in certain provinces and for certain activities, is another factor accounting for the successful achievement of Project objectives. Most of the respondents interviewed for the Evaluation underlined that the selection of right experts, with knowledge and experience on the issue, has facilitated the outputs in terms of research and analysis. Also, the stakeholders, at least those who have been interviewed, are all committed to the issue and have significant experience in their own areas of work, which certainly promoted a sense of ownership and pooled the right expertise together. Still, there are reservations on this point as totally opposite views on the experts have also been raised (see below).

Factors risking the achievement of objectives

While the Project has already achieved most of its objectives, there are certain points that need further attention in the upcoming phase, as revealed by the document review and fieldwork, and as also underlined in most of the consultations conducted for this Evaluation. Among the most important of these concerns the fact that the project has been **uneven in terms of its achievements and progress** across the seven provinces. While some have recorded significant progress mainly due to coordination and strong collaboration among different stakeholders (i.e., Adana, Denizli, Eskişehir, Konya), and a sense of ownership has been developed, progress in others has remained limited (i.e. Erzurum, Sakarya, Samsun), mainly due to lack of collaboration and strong societal resistance, including

resistance of employers as revealed by labour market analyses. While this is strongly related to the characteristics of the provinces in terms of, for example, whether they are considered as ‘transitional’ or ‘permanent’ settlement areas by the target group, socio-economic development levels, labour force needs, ownership and commitment of stakeholders, attitudes and prejudices of host society, this is likely to hamper the successful achievement of Project objectives, or at least to lead to partial achievement.

Another significant factor concerns the **coordination and collaboration** among the three components of the Project, as well as among the stakeholders, provinces and activities. While this point will be further explored below, it is important to note that most of the respondents are only aware of their own work, and there is a significant lack of knowledge on the interlinkages between different components, activities and provinces. In this respect, the problems with an effective management structure and monitoring mechanism, involving regular/periodic meetings with Project stakeholders, and communication strategy, informing them of the progress and future steps, has also been underlined by the respondents to this Evaluation.

A third factor that may hamper the successful achievement of Project objectives concerns the clear **distinction between Syrian and non-Syrian** refugees, which implies certain challenges in the implementation on the ground. Many of the stakeholders interviewed in Ankara and in the selected provinces stated that this separation renders their work difficult, i.e., in terms of selecting participants to training and language courses, having to say ‘no’ to those who really need and who will benefit from these trainings, etc.

A fourth factor concerns the **timing of the activities**, which apparently does not follow the original plan. While this is mostly due to the strong interlinkages and mutual reinforcements among the objectives and the complex nature of the work conducted in a limited timeframe, the timing offered in the original Project Agreement is key to the selection of right provinces and stakeholders, as well as to capitalizing on the incremental nature of the Project, where activities strongly build on each other and are necessary to pave the way for further interventions.

An important factor raised by most of the respondents concerns the **existing legislative framework**, which implies significant limitations for the employment of the target group in terms of long work permit procedures, high costs for employers, lack of special incentives etc., which mostly lead to informal employment with no social security, low pay and adverse working conditions.

Another factor relates to the need for **effectively monitoring** the outcomes of the trainings, in terms of job placements (in relevant sectors), the duration of staying in the labour market, working conditions, etc. This is also closely related to the sustainability of the Project, as its primary objective is to improve the livelihoods of the target population. The fact that employers need particular support and incentives to meet the costs of recruiting those under international protection also appears to require closer collaboration with İŞKUR, which offers on-the-job training programmes with a guarantee to recruit 50% of training participants.

Another important factor concerns problems in **reaching out to potential Project beneficiaries**, as there is significant lack of data on the target population and they are not easily reachable in many provincial contexts. In this respect, while personal connections are used in several cities to gather potential training participants via home visits (i.e. Eskişehir) or trips to relevant neighbourhoods (i.e. Adana), in some others more effective communication methods are used, such as the use of SMS and social media platforms to publicize trainings, establishment of online portals presenting all the services offered, etc.

A further factor expressed by the respondents concerns the **recent local elections** and the change of parties in charge of municipalities in some provinces, which implied significant shortage of resources, administrative and financial complications, as well as long waiting periods for the implementation of Project activities due to other priorities.

Finally, as this is an area where most national and international attention is increasingly directed, **uncoordinated activities with other UN agencies**, particularly those that are strongly involved in work directed towards refugees and asylum seekers, such as IOM and UNHCR, may hamper the successful achievement of Project objectives. These organizations are increasingly present in some of the Project provinces. For instance, IOM is offering education and protection services in Konya and Sakarya, and it has established a Migrant Coordination and Harmonization Centre in Adana. It has also been underlined by several stakeholders that the overlapping, sometimes repetitive, nature of activities of different UN Agencies on the ground leads to uncertainties and lack of clear division of labour.

5.3. Efficiency

The project has been receiving adequate political, technical and administrative support from the ILO and its national partners, who are directly involved in the Project design and implementation. For the examined phase, the resources at hand for the Project, including funds, expertise, knowledge and know-how, have been in general used efficiently. Still, it is important to note that certain problems have been voiced in relation to the outputs of research studies, which are found to be far from satisfactory, as well as the selection of experts involved in those under Objective 1, who have no experience or knowledge on the issue, or who are not aware of the sensitivities involved, which seriously affects the quality of data on which the Project is committed to proceed and the comparability of data across provinces. The reports reviewed for this Evaluation reveal that the quality and depth of labour market analyses, skills profiles etc. significantly varies across different provinces, and a **standardized approach** (i.e., involving the same research team across all provinces, having well-defined job descriptions detailing the fields where information is needed, whom/where to collect information from, how many pages are required, etc.) would have been more efficient in terms of generating the desired outputs.

Another important point regarding efficiency of resources is to gear efforts towards **monitoring and evaluation** of activities conducted so far, in order to assess whether the resources have been used appropriately in order to reveal the desired outcomes. For instance, several accounts have been made of persons receiving the same training over and over again, which leads to a significant waste of limited resources. In this respect, strong follow-up of activities, particularly in terms of increasing the employability of the target group, needs to be conducted and data should be collected on those who have successfully completed the trainings, who have actually been placed in jobs following the trainings, on the duration of their work, working conditions, etc. An impact assessment needs to be considered at the end of the Project in order to guide future public policies on the issue and establish models to be used in future interventions.

Another significant finding of the Evaluation exercise concerns the need to improve the management structure to promote more efficient **coordination among objectives, activities, stakeholders and provinces**. Most of the stakeholders interviewed stated that they were not familiar with what is going on in relation to the overall Project implementation, components and progress; how their inputs were used to feed back into the Project objectives; what will be the follow-up activities; what are the outcomes of research and measures adopted in other components and/or provinces; who are the actors involved in the overall and/or provincial implementation process; or if there are any best practices or lessons learned from the activities implemented so far (from both other Provinces and international cases, i.e. other country contexts). Some of the respondents have also expressed the

need to get more feedback from ILO in terms of their activities and periodic reports, in the form of more regular meetings, brain-storming exercises, learning sessions etc. On the other hand, there are apparent problems in the incorporation of the outcomes of research studies and the reports prepared by experts and academics in the implementation process, and sharing of those with main implementing partners and other stakeholders, who express the need to be regularly updated in this respect. While these are expectable as the Project is not completed yet, more efforts are needed in terms of adopting a more integrated approach in Project management, and enabling efficient communication and transfer of information among all relevant stakeholders.

5.4. Sustainability and impact potential

It is important to note that the issue at stake is by nature sensitive and requires significant governmental policies and strengthened efforts, which should be taken into account while evaluating the performance and progress of the Project. The sustainability of the Project's objectives is therefore strongly dependent on public policies, discourses and approaches, which should be carefully evaluated in particular in the current context where the wider socio-economic conjuncture might lead to attract negative reactions from the public. A difficult balance thus needs to be established between humanitarian concerns and not damaging the social structure, and the Project has been carefully progressing in these challenging circumstances. While the role of ILO is constrained in this respect, and there is a significant dimension of political will and societal attitudes at stake, this is still a factor which can hamper the achievements of the project unless necessary measures are adopted to ensure the continuity of activities, such as launching the nation-wide awareness raising campaign, which might lead to public reactions.

The progress so far achieved in the Project appears likely to continue until the end of its implementation, with particular attention to the points that need further consideration. While most progress has been recorded in relation to Objective 1, the achievements in the other two components are also remarkable, and are likely to have medium to long-term impacts. An important point, in addition to promote the **monitoring and evaluation** of the trainings mentioned above, concerns the **follow-up of activities** so far conducted, particularly in relation to institutional capacity-building, in terms of the establishment and functioning of a Working Group to promote coordinated action and joint efforts among public institutions around the issues raised, as well as the adoption of an Action Plan for this purpose. Also, efforts need to be geared towards launching and effectively implementing

a nation-wide campaign to raise the awareness of both the beneficiaries and host communities, and carefully implementing it in the face of possible resistance from host communities, building on the feedback of academics and experts groups received at the earlier phase of the Project.

Another important issue concerns the need to involve more **civil society and private sector partners** in order to increase the impact and sustainability of the Project. The partnership with the private sector in Denizli comes to the fore as a best practice to ensure the job placements of training participants, therefore to increase the medium to long-term impact potential of the Project. A more active engagement of civil society, on the other hand, as has been the case in Eskişehir and Adana, can be effective in terms of benefiting from the direct experience of these organizations with the target population and reaching the most vulnerable groups.

It is important to note that most of the stakeholders at the provinces are concerned about the **sustainability of the Project** and future activities targeting the non-Syrian refugees if the funds stop. In that sense, they need direction from the Project Team and wish to be informed about the remaining phase of the Project. In some cases, they are willing to pursue the objectives by themselves, i.e., by establishing networks with potential employers, promoting collaboration with relevant institutions, and looking for ways to continue to support the target groups. It is important to note that the sustainability of the Project is strongly dependent on collaboration with public partners, and therefore more effective and forward-looking partnerships are crucial with both central and local-level public institutions, in the upcoming phase, building on their actual needs and priorities.

A final point concerns the impact of both **vocational and language trainings**. In certain cases, it is not so clear how the contents of vocational training courses have been identified across provinces, on what basis, how the sectors have been selected, etc. The vocational trainings provided within the framework of the Project therefore need to be carefully evaluated in the upcoming phase. A number of stakeholders, for instance, underline that while most of the trainings focus on blue-collar jobs, more value-added trainings, in subjects that are more demanded by the labour market and current technological setting, and targeting white-collar, more educated and skilled labour force, need to be provided. It is argued that trainings are rather concentrated in traditional areas such as sewing, hair dressing and water-based painting, whereas they should be more geared towards the sectoral needs of the individual provinces, skills and education levels of the target groups, and more innovative areas such as digital marketing, engineering, electronics, barista, elderly care, etc. The research conducted under Objective 1 clearly shows that there are many areas where vacant jobs exist and cannot be filled by the native population, such as those in textile, food, marble, construction and chemicals sectors in

Denizli; marble-travertine, food and beverage and metal sectors in Eskişehir; and mainly in low-skills and low-qualifications jobs in industry and services sectors in Sakarya. The identification and design of trainings should take into account the results of the research in order to direct the target group towards these gaps. A related point concerns the fact that the skills profiles and labour market analyses reflect a quite diverse picture across provinces in terms of nationalities of the target population, and interventions planned on this basis should take this diversity into account and provide tailor-made measures in individual provinces. Finally, language trainings need to be given particular attention, as these are often found to be insufficient and not adequate to prepare the target group for the labour market, especially those who have no basic literacy, the majority of whom are women.

The impact of the courses, according to trainers' evaluation reports, could be increased by making their duration longer, complementing them with other skills-development courses, and identifying new areas of vocational training, as well as by improving the regulations on work permit, providing transport and crèche facilities, meeting the expenses of Vocational Competence Institution exams, and facilitating the recognition of the certification of participants. This feedback should be taken into account and discussed with Project partners in the upcoming phase. It is also crucial to follow-up the job placement of the course participants, as well as their registration in İŞKUR, in the upcoming phase. Moreover, the feedback of the field coordinators concerning the need to improve the quality and sufficiency of Turkish language courses, and to add conversation modules to these courses, is crucial for increasing the impact and sustainability of the Project objectives.

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

The Project has gender as its core dimension through its explicit objective to provide decent employment opportunities to women among the target population. Gender mainstreaming has been considered from its design stage onwards, and in most cases, women are paid significant attention and are encouraged to participate in Project activities via specific tools and mechanisms. For instance, as a good practice example, the establishment of a crèche facility at the premises of the Adana Metropolitan Municipality to support women's participation in trainings is acknowledged by stakeholders to have been very effective. The collection of sex-disaggregated data through the

research component of the Project, moreover, provides a major contribution in terms of diagnosing the specific problems women face and developing effective solutions on this basis.

Still, as it is usually the case, gender mainstreaming in implementation, results and follow-up remains a particular challenge. It is crucial to ensure that the trainings, particularly those targeting women, should be supported by crèche and childcare facilities. While these facilities exist in some of the training venues, and they have been established directly with ILO contribution, some other settings do emphasize the need for such facilities to promote women's participation. Also, it is necessary to consider the differential impact of Project activities on women, as the example of language courses putting women, who are more likely to lack basic literacy, at particular disadvantage clearly shows. Finally, it is stated in some of the reports reviewed, particularly from the field coordinators of training programmes, that some of the vocational courses (those on sewing for example) are opened in order to provide women the opportunity to work at home without having to open a business or get a work permit. While these are significant steps in the context of the target group and their specific conditions, the gender equality implications of such practices are widely debated, and while they may provide important economic opportunities for women, their effects on social empowerment remain questionable. Still, given the societal structures of the countries that this population comes from, the Project activities clearly provide an enabling environment and network of relations for women, as was personally observed by the consultant in training venues in Eskişehir.

The project is effectively promoting International Labour Standards (ILS) and social dialogue tools and mechanisms through its activities and objectives. By its very design, the Project places the emphasis on promoting decent and productive work opportunities for non-Syrian women and men, in conditions of freedom, equity, security and dignity, and pursues this objective throughout its activities and in relations with its stakeholders. Furthermore, it has specific components promoting social dialogue tools and mechanisms, bringing together all parties involved in the process, providing an important platform for exchange of experiences and know-how on the issue, and engaging these parties strongly in the implementation process.

6. LESSONS LEARNED AND EMERGING GOOD PRACTICES

Lessons learned

The various Project activities, meetings, workshops and research studies have put forward significant lessons to be further explored in the upcoming phase. One of the most important of these concerns

the fact that the Project is **better suited to work in provinces where ownership is more developed**, the host society, including employers, is more willing to provide support for the integration of this group, and the refugees are more likely to stay due to employment possibilities and services offered. While it is crucial to step up efforts to promote more collaboration across provinces and look for ways to ensure a more even and balanced progress throughout, the Project has achieved important success in at least four of the provinces, namely, Adana, Denizli, Eskişehir and Konya, which provide important models to be expanded in the upcoming phase and beyond.

Another significant lesson concerns the need to improve the management structure of the Project to promote more efficient **coordination among objectives, activities, stakeholders and provinces**. Most stakeholders do not appear to be informed on the overall Project objectives and implementation, and there is a significant lack of knowledge on the interlinkages between different components, activities and provinces. At the level of provinces, a significant lack of information on the activities of other (national but also local) stakeholders, as well as on the nature of measures and outcomes of studies is noteworthy. In this respect, there is a clear need for concentrated efforts to improve the management structure and monitoring mechanism, involving regular/periodic meetings with and amongst Project stakeholders, brain-storming sessions, and platforms for mutual exchange of experience and best practices, as well as for an effective communication strategy, informing stakeholders of the progress so far and future steps. Similarly, the findings of national and local research studies and reports need to be shared with main implementing partners and other stakeholders, and more effectively incorporated in the implementation process. More efforts are thus needed in terms of adopting an integrated approach in Project management, and enabling efficient communication and transfer of information among all relevant stakeholders.

A third lesson concerns the **incremental nature of the Project**, which means that objectives, activities and outputs are clearly complementary and interlinked, strongly build on each other, and mutually reinforce each other. The incremental nature of the Project facilitates the assessment of the progress and provides tangible contributions to the needs identified in terms of both institutions and beneficiaries. The consistency and complementarity of the Project activities and outputs with its overall objectives point to the strong interlinkages and mutual reinforcements among the objectives and the complex nature of work conducted with limited resources and in a short timeframe. While this is a particular strength of the Project, it also requires a strict observation of the time schedule of activities/components, as they feed into each other and the successful and timely completion of each is a pre-condition of following activities and the overall success of the Project. The timing offered in the original Project Agreement is key to the selection of right provinces and stakeholders, as well as to

capitalizing on the incremental nature of the Project. However, certain limitations have been observed in terms of the timing of certain activities, which does not follow the original plan. This is particularly the case for the completion of the nation-wide research on the target group, as well as that of local level analyses and studies, which are key to the achievement of Project objectives in terms of identifying the right localities to implement the Project, developing the right partnerships, and adopting the right measures and TVET services for the target groups to respond to both their needs as well as the local needs of the labour markets.

A final lesson to be learned concerns the need to take and/or reinforce measures **to improve the outputs and outcomes of the Project and to increase its sustainability**. Of particular concern here is the need to develop effective monitoring of the outcomes of the TVET programmes in terms of job placements (in relevant sectors), the duration of stay in the labour market, working conditions, etc. This is also closely related to the sustainability of the Project, as its primary objective is to improve the livelihoods of the target population. The fact that employers need particular support and incentives to meet the costs of recruiting those under international protection also appears to require closer collaboration with İŞKUR, which offers on-the-job training programmes with a guarantee to recruit 50% of training participants. Furthermore, as this is an area where most international attention is increasingly directed, uncoordinated activities with other UN agencies, particularly those that are strongly involved in work directed towards refugees and asylum seekers, such as IOM and UNHCR, may hamper the successful achievement of Project objectives. These organizations are increasingly present in some of the Project provinces. For instance, IOM is offering education and protection services in Konya and Sakarya, and it has established a Migrant Coordination and Harmonization Centre in Adana. The risk of conducting overlapping and/or repetitive activities and TVETS with other UN Agencies on the ground may entail confusions for stakeholders and beneficiaries and decrease the effectiveness of Project activities.

Good practices

The private sector partnership in Denizli with Ekpen Tekstil provides a best practice for the Project that should certainly be considered for further expansion into other provinces. The company sees this as a corporate social responsibility project, and is currently selecting 12 participants for the on-the-job training on sewing machine use that it will provide in its premises. It has committed itself to recruit all training participants who will successfully complete the programme. The Executive Board gives priority to women participants, and the major criteria they are looking for is Turkish language, with no experience in textile industry required. ILO is supplying the equipment and machinery for the training. This is a best practice which is key to promote the sustainability of the Project.

The contact made with DÖSiMM in Eskişehir-Odunpazarı for the sale of the products of women training participants, as well as the promotion and marketing of women's products through Instagram, are further best practices in terms of creating livelihood opportunities particularly for women, along with the cooperative initiative to involve refugee women, which are significant steps in terms of contributing to the sustainability of the Project.

Furthermore, in Denizli, a dedicated consultant has been tasked with the coordination of training courses and job placement of participants, which appears to be a very effective practice promoting coordination among different stakeholders in terms of identifying their needs and searching for the right candidates for training programmes and job openings. This also appears as a best practice that can be applied in other cities, as long as the person with the right skills and connections can be recruited for this purpose.

The establishment of a crèche facility at the premises of the Adana Metropolitan Municipality to support women's participation in trainings is acknowledged by stakeholders to have been very effective in increasing women's participation and needs to be replicated in other provinces, which face particular difficulties in attracting women participants (i.e. Eskişehir).

The social events (i.e. sight-seeing tours, picnics, cultural nights) organized by Adana Metropolitan Municipality in order to promote a sense of community among training participants, as well as between those and the host community, constitute another good practice, which has been successful in establishing bonds between the two groups and raising the awareness of the target group on the host society's traditions, language and culture.

A certainly important best practice emerging out of the Project concerns the research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey, which provides a significant and rich dataset on the target population and thus constitutes a major step in the achievement of the Project's objectives. The research findings are likely to be key to guide public policies and programmes in this respect, and it is thus important to regularly conduct similar studies in order to have updated information on the target groups, particularly in terms of their distribution across different provinces and their educational and skills needs in order to develop tailor-made solutions. It would also be important to have comparable data from other countries that face similar challenges, i.e. those in the Middle Eastern, Balkan or Caucasus regions. Coordination with ILO offices in those countries could be developed in order to replicate similar studies.

7. CONCLUSIONS AND RECOMMENDATIONS

The findings of the Mid-Term Evaluation point to the overall successful progress of the Project and identifies areas that need further attention and concentrated efforts in the upcoming phase. The main factors promoting the achievement of the Project's objectives include: (1) the collaborative and supportive attitude of the Project Team; (2) the urgent social need addressed by the Project; (3) the consistency and complementarity of the activities and outputs of the Project; and (4) the selection of experts and involvement of the stakeholders.

On the other hand, the points that need further consideration in the upcoming period include: (1) the uneven progress recorded across the seven provinces; (2) the problems concerning coordination and collaboration among the three components, as well as among the stakeholders, provinces and activities of the Project; (3) the clear division between Syrian and non-Syrian refugees in the beneficiaries, leading to implementation difficulties on the ground; (4) the difficulty in following the original timing of the activities; (5) the limitations posed by the existing legislative framework; (6) the need for effectively monitoring the outcomes of the trainings; (7) the problems about reaching out to potential Project beneficiaries; and (8) need for better coordination with other UN Agencies. While the remaining duration is much limited to achieve all the desired objectives, it is important to continue efforts targeting the non-Syrian population via possible fund sources. Below are the recommendations that are geared for the upcoming phase.

Recommendations

Below is a list of the main recommendations (high priority):

1. Continue efforts in areas, which are planned for the final phase of the Project, particularly as regards Objective 2, which requires persistent and longer-term efforts and continuous advocacy activities (Project Management; final phase until December 2019 and follow-up with further projects, by allocating further resources).

2. Ensure the follow-up of workshops held under Objective 2, especially concerning the establishment of the Working Group and adoption of an Action Plan (Project Management, Tripartite Constituents; final phase until December 2019, no resource implications).
3. Develop ways to promote ownership among the stakeholders across the provinces, mainly by more regularly informing them on the Project's progress and by providing opportunities to meet their counterparts in other provinces (Project Management, Tripartite Constituents; final phase until December 2019, further resources might be needed for organizing additional events/meetings).
4. Place more efforts on provinces where progress has remained limited. Discuss ways to overcome resistance in those provinces with the involvement of main partners and collaborators, and identify further interventions if necessary in order to raise awareness in these specific provinces on the rights of refugees (Project Management, Tripartite Constituents; final phase until December 2019 and follow-up with further projects, with additional resource implications).
5. Disseminate the good practices emerging out of provincial contexts across to the partners and stakeholders in order to promote mutual learning and ensure the sustainability of the Project (Project Management, Tripartite Constituents; final phase until December 2019, no resource implications).
6. Plan further activities to bring together the stakeholders involved in different components of the Project in order to ensure that all stakeholders are up-to-date with the Project's progress, and to promote exchange of good practices and know-how around the issue (Project Management, Tripartite Constituents; final phase until December 2019, further resources might be needed for organizing additional events/meetings).
7. Place more attention to develop tailor-made measures across provinces, where research has established diverse compositions of nationalities, education and skills levels, skills requirements, sectors with job openings etc. (Project Management, Tripartite Constituents; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).
8. Focus on ways to increase the impact of the training courses, considering ways to make their duration longer, complement them with other skills-development courses, and identify new areas of vocational training, particularly targeting value-added sectors and new labour market demands (Project Management, Tripartite Constituents; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).
9. Promote collaboration with other UN agencies working in the field in order to avoid overlapping and repetitive services and activities (ILO Turkey Office, Project Management;

final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).

10. Concentrate efforts on effective monitoring and evaluation; ensure the follow-up work for the job placement of training participants, as well as their registration at İŞKUR (Project Management; final phase until December 2019, no resource implications).
11. Establish closer collaboration with İŞKUR, particularly in terms of on-the-job training programmes for the target population (Project Management; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).

A list of additional recommendations for the consideration of the ILO Turkey office is presented in Annex IX.

8. ANNEXES (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

LESSONS LEARNED TEMPLATES

ILO Lesson Learned Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date:

10/10/2019

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

LL Element 1	Text
Brief description of lesson learned (link to specific action or task)	The Project's success to achieve its objectives strongly depends on the level of ownership of local stakeholders, supportive host communities (including employers), and availability of employment possibilities and services offered at the local level.
Context and any related preconditions	The Project has so far been uneven in terms of its achievements and progress across the seven provinces. While some have recorded significant progress mainly due to coordination and strong collaboration among different stakeholders (i.e., Adana, Denizli, Eskişehir, Konya), and a sense of ownership has been developed, progress in others has remained limited (i.e. Erzurum, Sakarya, Samsun), mainly due to lack of collaboration and strong societal resistance, including resistance of employers as revealed by labour market analyses.
Targeted users / Beneficiaries	Local stakeholders at the provincial level
Challenges /negative lessons - Causal factors	Characteristics of the provinces in terms of, i.e., whether they are considered as 'transitional' settlement areas by the target group, low socio-economic development levels, low levels of ownership and commitment of stakeholders, negative attitudes and prejudices of host society.

Success / Positive Issues - Causal factors	Characteristics of the provinces in terms of, i.e., whether they are considered as 'permanent' settlement areas by the target group, high socio-economic development levels, high levels of ownership, commitment and collaboration of stakeholders, positive attitudes of host society. More regular exchange of information, ideas and experiences among Project management and local stakeholders.
ILO Administrative Issues (staff, resources, design, implementation)	Adana, Denizli, Eskişehir and Konya constitute pilot models to be expanded in the upcoming phase and future activities in this area.

ILO Lesson Learned Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date:

15/10/2019

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

LL Element 2	Text
Brief description of lesson learned (link to specific action or task)	There is a significant need to improve the management structure of the Project to promote more efficient coordination among objectives, activities, stakeholders and provinces.
Context and any related preconditions	Most stakeholders do not appear to be informed on the overall Project objectives and implementation, and there is a significant lack of knowledge on the interlinkages between different components, activities and provinces. At the level of provinces, a significant lack of information on the activities of other (national but also local) stakeholders, as well as on the nature of measures and outcomes of studies is noteworthy.

Targeted users / Beneficiaries	Local and national stakeholders
Challenges /negative lessons - Causal factors	Most of the stakeholders are not familiar with what is going on in relation to the overall Project implementation, components and progress; how their inputs are used to feed back into the Project objectives; what will be the follow-up activities; what are the outcomes of research and measures adopted in other components and/or provinces; who are the actors involved in the overall and/or provincial implementation process; and/or if there are any best practices or lessons learned from the activities implemented so far (from both other Provinces and international cases, i.e. other country contexts). Some of the respondents have also expressed the need to get more feedback from ILO in terms of their activities and periodic reports, in the form of more regular meetings, brain-storming exercises, learning sessions etc. On the other hand, there are apparent problems in the incorporation of the outcomes of research studies and the reports prepared by experts and academics in the implementation process, and sharing of those with main implementing partners and other stakeholders, who express the need to be regularly updated in this respect.
Success / Positive Issues - Causal factors	The commitment of national partners and local stakeholders, particularly those in pilot provinces, to the issue; their ownership of Project objectives and their close involvement with the target group.
ILO Administrative Issues (staff, resources, design, implementation)	Concentrated efforts are needed (i) to improve the management structure and monitoring mechanism, involving regular/periodic meetings with and amongst Project stakeholders, brain-storming sessions, and platforms for mutual exchange of experience and best practices; (ii) to develop an effective communication strategy, informing stakeholders of the progress so far and future steps, (iii) to more effectively incorporate the findings of national and local research studies and reports in the implementation process. More efforts are thus needed in terms of adopting an integrated approach in Project management, and enabling efficient communication and transfer of information among all relevant stakeholders.

ILO Lesson Learned Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date:

15/10/2019

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

LL Element 3

Text

Brief description of lesson learned (link to specific action or task)	<p>The incremental nature of the Project implies that objectives, activities and outputs are clearly complementary and interlinked, strongly build on each other, and mutually reinforce each other.</p>
Context and any related preconditions	<p>The consistency and complementarity of the Project activities and outputs with its overall objectives point to the strong interlinkages and mutual reinforcements among the objectives and the complex nature of work conducted with limited resources and in a short timeframe. While this is a particular strength of the Project, it also requires a strict observation of the time schedule of activities/components.</p>
Targeted users / Beneficiaries	<p>ILO and its partners / stakeholders at national and local levels</p>
Challenges /negative lessons - Causal factors	<p>The timing of certain activities does not follow the original plan. The timing offered in the original Project Agreement is key to the selection of right provinces and stakeholders, as well as to capitalizing on the incremental nature of the Project, where successful and timely completion of activities is necessary to pave the way for further interventions.</p>
Success / Positive Issues - Causal factors	<p>The incremental nature of the Project facilitates the assessment of the progress and provides tangible contributions to the needs identified in terms of both institutions and beneficiaries.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>More attention needed for the timely completion of activities so that the outputs of each successfully feeds into the following activities.</p>

ILO Lesson Learned Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date:

15/10/2019

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

LL Element 4	Text
Brief description of lesson learned (link to specific action or task)	Measures should be taken/reinforced in the upcoming phase to improve the outputs and outcomes of the Project and to increase its sustainability.
Context and any related preconditions	<p>A wide range of TVETs have been delivered across the Project provinces for the target populations. However, no sufficient information is available currently in terms of consequent job placements, duration of stay in the labour market, and working conditions, which are necessary to attain the Project's primary objective to improve the livelihoods of the target population.</p> <p>The risk of conducting overlapping and/or repetitive activities and TVETS with other UN Agencies on the ground may entail confusions for stakeholders and beneficiaries and decrease the effectiveness of Project activities. For instance, IOM is offering education and protection services in Konya and Sakarya, and it has established a Migrant Coordination and Harmonization Centre in Adana.</p>
Targeted users / Beneficiaries	ILO and its partners / stakeholders at national and local levels
Challenges /negative lessons - Causal factors	<p>No sufficient information on the livelihood prospects of TVET beneficiaries.</p> <p>Uncoordinated activities with other UN agencies, particularly those that are strongly involved in work directed towards refugees and asylum seekers, such as IOM and UNHCR, may hamper the successful achievement of Project objectives. These organizations are increasingly present in some of the Project provinces.</p>

Success / Positive Issues - Causal factors	<p>A wide range of TVETs have been provided across the provinces, with the aim to increase the skills of the target groups, which are in certain cases closely followed by local stakeholders. In these cases, the labour market participation outcomes are well-known and analyzed, and measures are being developed to improve these.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Effective monitoring and follow-up of the outcomes of the TVET programmes in terms of job placements (in relevant sectors), the duration of stay in the labour market, working conditions, etc. is necessary to contribute to the sustainability of the Project.</p> <p>The fact that employers need particular support and incentives to meet the costs of recruiting those under international protection also appears to require closer collaboration with İŞKUR, which offers on-the-job training programmes with a guarantee to recruit 50% of training participants.</p> <p>Ways to better coordinate Project activities, particularly TVETS, with other UN agencies, particularly those that are strongly involved in work directed towards refugees and asylum seekers, such as IOM and UNHCR, need to be sought.</p>

ANNEX II

EMERGING GOOD PRACTICE TEMPLATES

ILO Emerging Good Practice Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 15/10/2019

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

GP Element 1	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The private sector partnership in Denizli with Ekpen Tekstil emerges as a good practice to directly contribute to the Project overall objective of improving the livelihoods of non-Syrian population, and particularly to its Objective 2 on <i>strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	At the time of writing the report, the company was about to select 12 participants for the on-the-job training on sewing machine use that it will provide in its premises. It has committed itself to recruit all training participants who will successfully complete the programme. The Executive Board gives priority to women participants, and the major criteria they are looking for is Turkish language, with no experience in textile industry required. ILO is supplying the equipment and machinery for the training, and is facilitating the work permit process. Incentives will also be provided by the Project to the employer, including work permit fees and SSI premiums of three months.
Establish a clear cause-effect relationship	The promotion of private sector partnerships in terms of TVETs and on-the-job trainings with employment guarantee would directly contribute to the goal of promoting decent job opportunities for the target group.
Indicate measurable impact and targeted beneficiaries	This is a best practice which is key to ensuring the sustainability of the Project, by providing direct contributions to improving the livelihoods of the target population beyond the lifetime of the Project.
Potential for replication and by whom	This can be replicated in other Project provinces and/or with more private sector actors. Project Management team can consider ways to involve private sector more directly in similar practices.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This contributes directly to ILO goal of promoting decent work, including job creation to enhance sustainable livelihoods, guaranteeing rights at work, and extending social protection particularly for disadvantaged groups.

Other documents or relevant comments	
---	--

ILO Emerging Good Practice Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 15/10/2019

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

GP Element 2	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The contact made with DÖSİMM in Eskişehir-Odunpazarı for the sale of the products of women training participants, as well as the promotion and marketing of women's products through Instagram, are further best practices in terms of creating livelihood opportunities particularly for women, along with the cooperative initiative to involve refugee women, directly contributing to Objective 2 on <i>strengthening coordination mechanisms among and between national and international actors, including the main government institutions, social partners and private sector, to improve efficiency, effectiveness and sustainability of action related to labour market interventions.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In Eskişehir, leather accessory making and jewelry making courses have been organized for a women-only group from Iraq and Afghanistan, in cooperation with the Odunpazarı Association of Traditional Arts and Crafts, which established contacts with the Ministry of Culture, DÖSİMM, for the sale of the products of these courses across Turkey through the Ministry's official shops. A road map has been prepared for the establishment of a cooperative as a production mechanism to involve refugee women. ILO guidance will be provided in this respect by putting the Association in contact with similar cooperative initiatives. Currently, as the first stage of the cooperative, women participants in trainings are encouraged for home-based production. This will be complemented with the sale mechanism to be established with DÖSİMM, and promotion and marketing of women's products through the social media. Peer-to-peer learning experiences will also be promoted by encouraging trained women to contribute to new training participants.
Establish a clear cause-effect relationship	Promotion and sale of the items produced through TVETs would lead to the empowerment of the women population in the target group.
Indicate measurable impact and targeted beneficiaries	This is a best practice which is key to ensuring the sustainability of the Project, by providing direct contributions to improving the livelihoods of the target population beyond the lifetime of the Project.
Potential for replication and by whom	This can be replicated in other Project provinces by looking for ways to promote the marketing of TVET products, particularly those produced by women, and integrating the beneficiaries into the product markets through innovative ways.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This practice directly contributes to ILO goals of promoting gender equality and promoting employment, with a particular focus on disadvantaged groups.
--	---

ILO Emerging Good Practice Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 15/10/2019

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

GP Element 3	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Allocation of resources for the recruitment of local Project staff responsible for the coordination of local-level partners and ensuring efficient training outcomes for beneficiaries. In Denizli, a dedicated consultant has been tasked with the coordination of training courses and job placement of participants, contributing to Objective 3 of the Project on <i>Improving information and wider understanding on the non-Syrian refugees and asylum seekers, particularly on their rights, benefits and responsibilities in order to enhance the labour market integration of non-Syrians through improving their skills and supporting existing national mechanisms.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This appears to be a very effective practice promoting coordination among different stakeholders in terms of identifying their needs and searching for the right candidates for training programmes and job openings. The consultant actively works for the different stakeholders at the provincial level in order to respond to their demands and provide solutions.
Establish a clear cause-effect relationship	The involvement of a specific consultant for the coordination of TVETs and job placement of participants increases the efficiency and effectiveness of the activities, particularly TVETs, organized as part of the Project in terms of monitoring the TVET results and enhancing the follow-up of the participants.
Indicate measurable impact and targeted beneficiaries	The effective monitoring of the TVET participants is key to ensure that the Project achieves its objectives and promote sustainability.
Potential for replication and by whom	This can be replicated in other provinces, as long as the person with the right skills and connections can be recruited for this purpose.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This practice directly contributes to ILO goal of promoting employment, with a particular focus on disadvantaged groups.

ILO Emerging Good Practice Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 15/10/2019

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

GP Element 4	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The establishment of a crèche facility at the premises of the Adana Metropolitan Municipality, and the social events (i.e. sight-seeing tours, picnics, cultural nights) organized by the same Municipality provide good practices to increase the interest of women and wider non-Syrian community to participate in the TVET programmes, contributing to Objective 3 of the Project on <i>Improving information and wider understanding on the non-Syrian refugees and asylum seekers, particularly on their rights, benefits and responsibilities in order to enhance the labour market integration of non-Syrians through improving their skills and supporting existing national mechanisms.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The establishment of a creche facility with ILO contribution in the venue provided by Adana Metropolitan Municipality aims to support women's participation in trainings, and is acknowledged by stakeholders to have been very effective in increasing women's participation. Furthermore, the organization of social events by local stakeholders had the outcome of promoting a sense of community among training participants, as well as between those and the host community, which has been successful in establishing bonds between the two groups and raising the awareness of the target group on the host society's traditions, language and culture.
Establish a clear cause-effect relationship	Providing creche and transport facilities, and fostering a sense of community among the participants would certainly increase participation to, as well as the impact of the TVETs.
Indicate measurable impact and targeted beneficiaries	These practices would increase the sense of community among the participants and facilitate their integration into the host society, thereby contributing to the sustainability of the Project.
Potential for replication and by whom	The establishment of creche facilities needs to be replicated in other provinces, which face particular difficulties in attracting women participants (i.e. Eskişehir). The organization of social events can be useful in provinces where integration with host society is low (i.e. Samsun, Sakarya, Erzurum).
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This practice directly contributes to ILO goals of promoting gender equality and promoting employment, with a particular focus on disadvantaged groups.

ILO Emerging Good Practice Template

Project Title: Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey

Project TC/SYMBOL: TUR/17/04/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 15/10/2019

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

GP Element 5	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Allocation of adequate resources for comprehensive data collection and analysis so as to correctly identify the problems and develop evidence-based policy solutions for the target groups. The research on the Socio-Economic Situation of International Protection Applicants and Status Holders in Turkey provides an invaluable and direct contribution to the Objective 1 on <i>Enhancing the knowledge and evidence base by identifying, collating and analyzing reliable data and information on refugees, in particular non-Syrians, in the labour market through local and national level research, studies and surveys to inform policy-making interventions.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Research provides a significant and rich dataset on the target population and thus constitutes a major step in the achievement of the Project's objectives. The research findings are likely to be key to guide public policies and programmes in this respect.
Establish a clear cause-effect relationship	The research offers crucial findings on the current state of affairs concerning the target population and show the relevance and timeliness of the Project. It also feeds into further interventions targeting this group.
Indicate measurable impact and targeted beneficiaries	The dataset and analysis offered by the Report provides direct input to the designation of the problems faced by the target group and constitutes the most important step in promoting effective solutions, policies and strategies, thus having direct implications for the national stakeholders and partners of the Project.
Potential for replication and by whom	It is crucial to regularly conduct similar studies in order to have updated information on the target groups, particularly in terms of their distribution across different provinces and their educational and skills needs in order to develop tailor-made solutions. It would also be important to have comparable data from other countries that face similar challenges, i.e. those in the Middle Eastern, Balkan or Caucasus regions. Coordination with ILO offices in those countries could be developed in order to replicate similar studies
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This contributes directly to ILO Turkey Office's Refugee Response Programme.

ANNEX III

TERMS OF REFERENCE



TERMS OF REFERENCE

Mid-Term Evaluation of “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project

Overview	
Project Title	TUR/17/04/USA : “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project
Contracting Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO Office for Turkey
Technical Units	MIGRATION
Funding source	US Department of State, Bureau of Population, Refugees and Migration
Budget of the Project	USD 2,100.000
Project Location	Turkey (Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya, Samsun)
Duration	24 months, 30.09.2017 – 30.09.2019 (the duration of the project was extended from 18 to 24 months from 29 March 2019 to 31 September 2019)
Outcomes	Outcome 9, TUR 159
Type of Evaluation	Mid-Term independent Evaluation

Expected Starting and End	24 June 2019- 15 August 2019
Date of Evaluation	

I. INTRODUCTION AND RATIONALE FOR EVALUATION

As per ILO evaluation policy, this project has been subject to an initial M&E (evaluability) appraisal by EVAL. As per ILO evaluation policy, this project is subject to a mid-term internal evaluation and a final independent evaluation. In that regard, the mid-term evaluation, as projected in the work plan of the project, will be undertaken by an external consultant(s). The evaluation process will be designed in line with ILO and PRM M&E procedures.

ILO Evaluation Policy adopted by the Governing Body in October 2017, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice. It is planned that a mid-term evaluation will be carried out under the overall supervision of the REO/Europe and ILO Evaluation Office.

II. PROJECT DESCRIPTION

Background

Since 2011, Turkish Government has been dealing with huge refugee influxes. The Government has taken a number of positive steps to improve the living conditions and livelihoods of Syrian refugees, particularly within the context of education, health and employment. Although the Turkish Government and international humanitarian actors are primarily focusing their efforts on the needs of the Syrians, availability of protection measures to displaced persons of other nationalities are fewer and their living conditions should be improved.

Refugees assigned to a specific city amongst 62 satellite cities by the DGMM are restricted from movement outside of the city without permission. Due to lack of data, assessment on current socio-economic situation of refugees who fled to Turkey is insufficient to examine the context of their living and working conditions and livelihoods opportunities in depth. Beyond

the legal framework of access to labour market, detailed data is lacking to comprehend the bigger picture of the socioeconomic situation of non-Syrian refugees in Turkey in order for an analysis to be carried out for further improving and strengthening actions to be taken.

Few research has been conducted towards non-Syrian refugees living in Turkey with very small sample sizes. Majority of them underline the legal status of refugees in the first place as; refugees who have fled from persecution in countries other than Syria and Europe is “conditional refugees” by Turkish Law and they are only allowed to stay in Turkey temporarily. In contrast, Syrians, who have been living within Turkish borders since 2011, are entitled to “Temporary Protection” status. This status gives them a registration card, access to education and health services and legal employment opportunities upon employer’s application for a work permit on their behalf. On the other hand, non-Syrian refugees, “conditional refugees” in legal terms, have to apply for international protection after registering themselves to the DGMM. Until they receive international protection or a work permit, the possibility of self-reliant living for non-Syrian refugees is minor. For instance, concerning labour market integration of refugees, research, i.e. by Refugees International in 2016 illustrates that non-Syrian refugees are working in the informal sector due to reluctance of employers in applying for work permits for their non-Syrian employees and/or city limitation of refugees to seek for a job. When it comes to the working conditions of refugees, the research findings refer that they are under-paid, subject to exploitation and discrimination at work.

Purpose

While most international and national attention is focused on approximately 3 million Syrian refugees, Turkey is also home to hundreds of thousands of refugees and migrants from other countries who face different challenges in accessing labour markets under decent conditions. Lack of data and assessments on the living and working conditions of non-Syrian refugees and asylum seekers remains a major challenge. The theory of change of this project could be briefly described as improving livelihoods of this particularly vulnerable group of refugees, non-Syrians in Turkey, through assessing their socio-economic situation, equipping them with skills and advocating for decent work opportunities. To that end, this project aims to;

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

The project focusses on enhancing the knowledge and evidence base for further interventions in addressing the very specific decent work needs of non-Syrian refugee populations in Turkey. ILO is working in close cooperation with DG International Labour Force in implementation of project activities.

The research project objectives can be summarized as follows:

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

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

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

III. Purpose, Scope and Clients of the Evaluation

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

- improve project performance and contribute towards organizational learning;
- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term;
- assess the effectiveness of planning and management for future impacts;
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. The evaluation of the project is part of the Monitoring and Evaluation Plan 2019 of the ILO Regional Office for Europe and Central Asia.

The evaluation results would contribute for further project development to improve labour market integration of non-Syrian refugees in Turkey. It would help to define what and how the ILO Office for Turkey contributed to better working and living conditions- in other words improved livelihoods of the non-Syrian refugees, strengthening of knowledge-base, increasing employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. The mid-term evaluation will also ensure accountability to the Beneficiary, donor and key stakeholders and promote organizational learning within ILO and among key stakeholders.

The **scope** of the evaluation will encompass all activities and components of the project for the period of October 2017-December 2018 and up to the actual time of the mission. The main recipients of the evaluation will be ILO management, project team members, national and local partners in Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. The evaluation of the project is part of the Monitoring and Evaluation Plan 2019 of the ILO Regional Office for Europe and Central Asia. The main clients of the evaluation will be ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian refugees in the region, and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun.

Criteria and questions

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

- The evaluation should address the evaluation criteria related to: project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in the ILO Policy Guidelines for results-based evaluation, 2017:

http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---al/documents/publication/wcms_168289.pdf

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

The suggested evaluation criteria and indicative questions are given below:

Relevance

- Project's fit with the context:
 - How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – especially SDG 8 and SDG 10, with particular focus on 8.8 and 10.7?
 - Is there a fit between the project design and the direct beneficiaries' needs?

- How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors' activities?
- Are the project approach and activities relevant to the needs of the constituents and with the stated objectives?
- Appropriateness of the project design:
 - Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
 - Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?

Effectiveness

- How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- Are the activities and outputs of the project consistent with their overall objectives of the project?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- Is there any communication strategy available? If yes, how effective was the communication strategy implemented?

Efficiency

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

Sustainability and impact potential

- Is the to-date achieved progress likely to continue in the similar pace till the end of ongoing project? If no, what actions may be taken for successful accomplishing?
- Is the to-date achieved progress likely to be long lasting in terms of longer term effects?
- What action might be needed to form a basis for longer term effects?
- How do the members of the project team envisage achievement of solutions for sustainable results?

Lessons learned and good practices for future

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

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

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

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

IV. Methodology

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

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

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

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

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

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

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

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

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

V. Main Outputs (Deliverables)

- A. Inception report in English including an outline of report (in electronic format);
- B. Draft Final Report in English (electronically) that should include:

- ✓ Executive Summary with key findings, conclusions and recommendations³
- ✓ Project background⁴
- ✓ Evaluation background (purpose, scope, clients, methodology)
- ✓ Findings
- ✓ Conclusions and recommendations (identifying which stakeholders are responsible)
- ✓ Lessons learnt & good practices
- ✓ Appendices including the TORs, inception report, a list of those consulted

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

D. Translation of the Final Report into Turkish (to be provided by the project).

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

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

https://www.ilo.org/wcmsp5/groups/public/ed_mas/eval/documents/publication/wcms_165972.pdf

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

The evaluation consultant shall submit to the evaluation manager the initial draft of the final report. This draft will be app. 30 pages plus executive summary and appendices. It shall also contain an executive summary of max.5 pages, the body of the draft report shall include a

³ The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, recommendations, important lessons learned, and good practices.

⁴ The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

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

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

VI. Suggested Report Format

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

1. Title page
2. Table of Contents
3. Executive Summary
4. Project Background
5. Evaluation Background
6. Evaluation Methodology
7. Main Findings
5. Conclusions
6. Lessons learned and Emerging Good Practices
7. Recommendations
9. Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

For detailed information, please follow this page:

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

The process of the finalization of the Evaluation reports:

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

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

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

VII. Management Arrangements

The evaluation team will be comprised of a national consultant (s) working under supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber-Agtaş, Programme and Admin Officer of the ILO Office for Turkey under the coordination of Ms Irina Sinelina, ILO Regional Evaluation Officer/EVAL. Interpretation, if needed, during field research will be provided by the project.

VIII. Requirements

Qualifications of the Evaluator (s)

- Substantial knowledge of the migration and refugee issue in Turkey
- Familiarity with the issues of Syrian refugees and labour market
- Proven record on experience in evaluation of development interventions
- Knowledge of the ILO's mandate and Decent Work agenda
- Knowledge of the country context
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations
- Advanced degree in public administration, economics and social sciences
- Excellent analytical and report-writing skills
- Qualitative and quantitative research skills
- Full command of English and Turkish

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

IX. Roles and Responsibilities

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

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

The ILO Evaluation Manager is responsible for:

- Reviewing the TOR,
- Submitting the selected candidate's CV to EUROPE Evaluation Focal Point for final approval;
- Facilitating communication with regards to the preparatory meeting prior to the field research and the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate;
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the Regional Evaluation Officer (Ms Irina Sinelina) and RO/EUROPE evaluation focal point (Mr Daniel Smith) for approval;

- Disseminating the final report to all the stakeholders; upon EVAL’s approval submitting the final report to PARDEV;
- Coordinating follow-up as necessary.

The Programme Officer and Team is responsible for:

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

X. Timeframe

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

Tasks	Number of working days
Desk review of project related documents; Skype briefing with evaluation manager, project manager. Prepare inception report including interview questions and questionnaires for project stakeholders	5 days
Conduct interviews, surveys with relevant project staff, stakeholders, and beneficiaries.	10 days
Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders; draft report	10 days

Revise and Finalize the report	5 days
Total	30 days

XI. Norms and standards

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

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

The evaluator(s) shall respect people’s right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source. In accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”⁵, the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator(s) should assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately reflected in the inception report and final evaluation report.

Payment Details

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator as the maximum amount of TRY 45000 on a lump sum basis. The evaluator will be responsible for all travel, boarding, lodging, administrative costs and any other costs as incurred for activities outlined in this ToR.

Travel Details

⁵ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

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

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

Payment will be made in two tranches;

1. **TRY 15000** -upon the submission of the inception report
2. **TRY 30000**- upon the submission of the final report

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

Deliverables:

All deliverables and outputs will be in English.

Deliverable	Deadline for Deliverable Submission	Payment upon Approval
1. Submission of Inception Report	5 days following the signature of the Contract	TRY 15,000.00
2. Conducting interviews with relevant project staff, stakeholders and beneficiaries	22 June-5 July 2019	-
3. Submission of Draft Final Report	21 July 2019	-
4. Submission of Final Report	31 July 2019	TRY 30,000.00

Annex-I: Project Outline on the basis of objectives and key indicators

Annex-II: All relevant ILO evaluation guidelines and standard template

INCEPTION REPORT

Mid-Term Evaluation of “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” Project

Ayşe İdil Aybars

INTRODUCTION

The objective of this Inception Report is to outline the methods, sources and procedures to be used for data collection within the framework of the Mid-Term Evaluation of “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey” (PRM-NONSYR) Project, as well as to propose a timeline of activities and submission of deliverables. It also includes a tentative outline of the final evaluation report. The Inception Report has been prepared in line with the consultation meeting organized with the Programme Officer, the Project Team, and the Evaluation Manager at ILO Ankara Office in June 2019, which involved discussions and exchange of ideas on the status of the project, its background and available material to be shared with the consultant, the priority assessment questions, the available data sources and data collection instruments, a tentative outline of the final assessment report, as well as the roles and responsibilities of the assessment team and logistical arrangements. The evaluation adheres to ILO EVAL Office Checklist and templates as specified in the following link: <https://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>

CONCEPTUAL FRAMEWORK

The conceptual framework for the evaluation is based on the key OECD/DAC criteria of relevance, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach. The evaluation will thus address the evaluation criteria related to project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in the ILO Policy Guidelines for results-based evaluation, 2017. The evaluation will consider the core ILO cross-cutting priorities, including gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development. In

particular, the gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. It should be noted that the Project has gender as its core dimension through its objective to provide decent employment opportunities to women.

In line with the criteria outlined above, the evaluation will address the following questions to the extent that is possible:

Relevance

- Project's fit with the context:
 - How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – especially SDG 8 and SDG 10, with particular focus on 8.8 and 10.7?
 - Is there a fit between the project design and the direct beneficiaries' needs?
 - How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors' activities?
 - Are the project approach and activities relevant to the needs of the constituents and with the stated objectives?
- Appropriateness of the project design:
 - Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?
 - Is intervention logic coherent and realistic to achieve the planned outcomes?
Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?

Effectiveness

- How is the progress in the project objectives so far achieved? What are the results noted? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)?

- What are the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- How have gender considerations been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- Are the activities and outputs of the project consistent with the overall objectives of the project?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- Is there any communication strategy available? If yes, how effective was the communication strategy implemented?

Efficiency

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

Sustainability and impact potential

- Is the to-date achieved progress likely to continue in the similar pace till the end of the project? If not, what actions may be taken for successful accomplishment?
- Is the to-date achieved progress likely to be long-lasting in terms of long-term effects?
- What action might be needed to form a basis for long-term effects?
- How do the members of the project team envisage achievement of solutions for sustainable results?

Lessons learned and good practices for future

- What are the to-date lessons learned from the process of the implementation?

- How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation of new interventions?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?

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

- To what extent does the project mainstream gender in its approach and activities?
- To what extent does the project use gender/women-specific tools and activities?
- How effective is the project in using ILS promotion and social dialogue tools and mechanisms?

The list of questions will be adjusted to the different stakeholders that will be consulted as part of the evaluation (see below Section) on the basis of their roles in the Project. In particular, information on the design and implementation of specific activities across different provinces, the most significant points of achievement / innovative aspects of the Project, its key challenges, weaknesses and main points of resistance, as well as any unintended / unexpected outcomes / results will be sought with a view to expanding the focus of the questions above. Based on the analysis of the findings the evaluation will provide practical recommendations with a view to improving the implementation of the project and the design of potential future initiatives.

The evaluation also aims to assess the contribution of the Project towards the achievement of the Sustainable Development Goals (SDGs), in particular SDG 8 on promoting sustained, inclusive and sustainable growth, full and productive employment and decent work for all; SDG 10 on reducing inequality within and among countries; as well as SDG 5 on achieving gender equality and empowering all women and girls. In this respect, the evaluation will pay particular attention to SDG 8.8 on promoting labour rights and safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment; and SDG 10.7 on facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.

EVALUATION METHODOLOGY

The evaluation will be based on data collection from a wide range of sources, including document analysis, surveys, as well as stakeholder consultations through semi-structured interviews with project partners in Ankara and across seven provinces in Turkey. Both qualitative and quantitative methods will be used in order to reach a full-fledged picture of the progress of the Project. A variety of sources will be used (data, perceptions and evidence) so as to allow the triangulation of findings in the area of improving the livelihoods of non-Syrian refugees and asylum seekers in Turkey, and promoting their decent work opportunities, where much of the data is qualitative and strongly interlinked with the perceptions and evaluations of relevant stakeholders. Therefore, in addition to the quantitative data to be obtained through the analysis of project documents, interviews will be conducted with the objective to enrich the qualitative perspective of the evaluation, increase the validity and reliability of the findings, and ensure a participatory process, as well as to efficiently incorporate the feedback of relevant stakeholders, who are directly involved in the interventions in the area, from their own points of view. The participatory nature of the evaluation is expected to contribute to the sense of ownership among stakeholders, while at the same time enhancing the interpretation of the evaluator of the real situation on the ground, which is not possible to assess merely on the basis of the documented work and data.

The evaluation will thus adopt a transparent and participatory approach by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can share their views and contribute to the evaluation. Opinions revealed by the stakeholders are expected to improve and clarify the quantitative data obtained from project documents. Three phases are identified for the evaluation process as follows:

- (4) **The inception phase** based on a review of existing documents, which has produced the present Inception Report. This phase included a **desk review** of all project material, including the project document, Logical Framework, progress reports, mission reports, workshop and meeting reports, evaluation reports of project activities, publicity material, and other outputs of the project. The outputs at the local level, including local economic development analyses, labour market analyses, skills profiles, mapping

studies of services and mechanisms offered to non-Syrian refugees, conducted for all project provinces will be examined in detail on the basis of their availability at this particular stage of the project. The evaluation will also use relevant material from secondary sources (i.e., national research and publications). A detailed stakeholder analysis has also been conducted as part of this process, in collaboration with the Project Team at ILO Ankara Office, which has resulted in the full list of respondents provided for the evaluation.

(5) **The fieldwork phase** to collect and analyze primary data, including the following:

Consultations: Semi-structured interviews are planned to be conducted as the second stage of the evaluation process, with the project partners and relevant stakeholders in Ankara and across the implementation provinces of the Project. The list of recommended / potential respondents / institutions has already been provided to the evaluator by the Project Team. The evaluation will use both individual and group interviews, which will be conducted face-to-face, on telephone or on Skype depending on the availability of stakeholders and realization of field visits to project provinces. Surveys will also be used in order to collect data from a number of stakeholders at project provinces where no site visits have been planned. The consultations have already started with the inception meeting held in June 2019 at ILO Ankara Office. The results of these consultations and interviews will be documented for internal team analysis.

Site visits: In addition to the main Project partners, experts and stakeholders in Ankara, three site visits to the project provinces have been planned in consultation with the Project Team and Evaluation Manager at ILO Ankara Office. Accordingly, three of the main provinces of the Project implementation, where most of the activities have been completed with significant outcomes and expected impact, will be visited as part of the evaluation. These are identified as Adana, Konya and Eskişehir, where the main project correspondents in municipalities, chambers of commerce and industry and NGOs will be visited and interviewed. On the other hand, the stakeholders of the Project in Samsun, Sakarya, Erzurum and Denizli will be interviewed via telephone or

Skype. They will also be sent a survey prior to interviews so as to give them time to assess and reflect on the questions and develop their ideas. The selection of the sites to be visited as part of the evaluation process was made mainly on the basis of the allocated timeframe for the evaluation, time and financial considerations, as well as the progress made in these provinces.

- (6) **A data analysis and reporting phase** to produce the final evaluation report. This phase also includes a debriefing session with ILO Ankara Office to be organized upon the completion of the report by the evaluator on the findings, conclusions and recommendations of the evaluation. The final draft of the report will be shared with the Evaluation Manager who will circulate it to the stakeholders for their comments and inputs, which will then be reflected in the final version of the report.

The evaluation will comply with UNEG evaluation norms and standards, and follow ethical safeguards, as specified in the ILO's evaluation guidelines and procedures. The rights and confidentiality of the sources will be safeguarded by taking their consent to take part in the evaluation process and disclosing the information they provide on the basis of their agreement.

TENTATIVE OUTLINE OF THE EVALUATION REPORT

- I. Executive Summary
- II. Project Background
- III. Evaluation Background
- IV. Evaluation Methodology
- V. Main Findings
- VI. Lessons learned and Emerging Good Practices
- VII. Conclusions and Recommendations
- VIII. Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

ANNEX I – DATA COLLECTION PLAN (Please see attached doc.)

ANNEX II – TIMELINE FOR EVALUATION (Please see attached doc.)

ANNEX V

LIST OF RESPONDENTS

ANKARA

1. Ebru Öztüm Tümer, Lütfiye Karaduman (UİGM), 4 July 2019
2. Lütfiye Karaduman (UİGM), 28 August 2019
3. Metin Aytaç, Neriman Can Ergan, Alper Acar (TÜİK Nüfus ve Göç İstatistikleri Dairesi); Güzin Erdoğan (TÜİK Hanehalkı İşgücü İstatistikleri Dairesi), 21 August 2019
4. Ahmet Soysal (GİGM), 6 August 2019
5. Mehmet Ali Eryurt (HÜNEE), 7 August 2019
6. Sutay Yavuz (Ankara Sosyal Bilimler Üniversitesi), 7 August 2019
7. Mustafa Aydın (Excoll), 20 August 2019

ADANA

8. Cemil Aslantaş, Abdullah Mehricihan, Süleyman Filazi (Adana Büyükşehir Belediyesi), 10 July 2019
9. Adil Murat Vural (Seyhan Belediyesi), 10 July 2019
10. Gülhan Özdemir, Cansu Öztürk (ADASO), 10 July 2019
11. Kadem Doğan (Seyhan Belediyesi), 10 July 2019

KONYA

12. Zübeyde Yılmaz (KSO), 1 August 2019
13. Abdullah Kaleli (KOMEK), 1 August 2019

ESKİŞEHİR

14. Cemil Dalkılıç (ESO), 28 August 2019
15. Deniz Çalbaş (Tepebaşı HEM), 2 August 2019
16. Bayram Kök (Odunpazarı Geleneksel El Sanatlarını Yaşatma Derneği), 2 August 2019

SAKARYA

17. Teyfik Öztürk (SATSO), 19 August 2019
18. Hüseyin Balta (SATSO), 28 August 2019

DENİZLİ

19. Zeren Gerelioğlu (DSO), 19 August 2019
20. Çağla Ünlütürk Ulutaş (PAÜ ÇEKO), 28 August 2019
21. Hakan Topateş (PAÜ ÇEKO), 20 August 2019
22. Aslıcan Kalfa Topateş (PAÜ ÇEKO), 20 August 2019
23. Erkan Kıdak (PAÜ ÇEKO), 7 September 2019
24. Nursel Durmaz (PAÜ ÇEKO), 29 August 2019
25. Fikri Topaloğlu (Excoll – TVET and Employment Coordinator), 20 August 2019
26. Ekin Uluişik (Ekpen Tekstil), 19 August 2019

ANNEX VI

DATA COLLECTION INSTRUMENTS: SAMPLE QUESTIONNAIRE

Introduction

- Could you please describe your role in the Project?
- How were you involved, what were your previous experience in line with the objectives of the Project?
- What were the specific activities that you were involved?

Relevance

- Do you think the Project objectives are relevant for the direct beneficiaries' needs?
Why / why not?
- Do you think the Project activities are relevant for the direct beneficiaries' needs?
Why / why not?
- What would be the possible improvements in order to better serve the needs of the target group?

Effectiveness

- How do you evaluate the progress in the project objectives so far achieved? What are the results that have been achieved so far?
- Have you encountered any obstacles / barriers / resistance in implementation?
- What would be the ways to overcome these obstacles / resistance?
- Have there been any unintended results (positive or negative)?
- Have there been any notable successes or innovations?
- Have you paid particular attention to gender issues? Did you have any specific measures / tools to involve women in Project activities?
- Are you in regular contact with the Project Team in Ankara? Do they provide the support you need / effectively respond to particular challenges arising during the implementation?
- How do you think the results / outcomes you obtained contribute to the overall Project objectives?

Efficiency

- How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?
- Are you familiar with what is going on in other components / activities of the Project?
- Are you regularly in contact with other Project stakeholders? Do you obtain the results / outcomes of other activities conducted within the Project?
- Do you have opportunities to exchange ideas / learn from the experiences of other Project stakeholders?
- Do you have any suggestions / recommendations to improve the management structure and communication amongst stakeholders?

Sustainability and impact potential

- What do you think are the long-term impacts of your interventions?
- Have you considered means to promote the sustainability of the interventions? What could be possible ways?
- What do you think ILO can do about the sustainability of Project activities?

Lessons learned and good practices for future

- What are the to-date lessons learned from the process of the implementation?
- How should these lessons be incorporated or made use of for better implementation of ongoing project and in the formulation of new interventions?
- Are there good practices to be replicated both nationally and globally?
- How do you communicate your achievements / contributions to the wider community (both target group and at large)

Recommendations

- What are your recommendations for the remaining implementation period of the Project? What can be done better in order to improve the results / achieve the objectives?

ANNEX VII

MAIN FINDINGS OF THE REPORT ON THE SOCIO-ECONOMIC SITUATION OF INTERNATIONAL PROTECTION APPLICANTS AND STATUS HOLDERS IN TURKEY

- Non-Syrian refugee and asylum seeker population in Turkey displays a very young age structure, with 56% being in the 15-64 working age group and average age being 21.9, which is remarkably lower than the average age in Turkey at 32.
- Household income is less than 750 TL for 24% of households, between 750-1.500 TL for 41%, between 1.500-2.500 for 29%, and more than 2.500 for only 6%, which shows a significant majority receiving less than the minimum wage.
- In the last 12 months, 8 out of every 10 households state difficulties in meeting the costs of invoices, rents and food. Moreover, 56% of households indicate that their economic conditions are insufficient to meet their basic needs.
- 58% of households indicate that they receive social assistance, mainly from WFP and Kızılay, Social Assistance and Solidarity Funds and municipalities. While most of this assistance is in the form of cash, fuel and food, it is equally important to design long-term programmes to promote their integration, cohesion, participation in employment and empowerment.
- Only one out of four in the 15-64 age group is currently working in Turkey. While almost half of men (48.5%) is working, this rate is only 7.5% for women, with significant variations across nationalities, which clearly shows the limitations in women's participation in the labour market.
- Three out of four in this population declares that they are not working. The supply-side factors in this respect include childcare duties (28.5%), inability to get permission from husband/family (12.2%) and being a housewife (9.6%); while demand-side factors include not being given a job (13.7%) and lack of adequate job opportunities (12.8%)
- While supply-side factors are more pronounced for women, demand-side factors are more relevant for men, which shows the need for public policies to prioritize supply-side measures for women and demand-side measures for men.
- The differences between women and men in terms of education levels and occupational skills leads to the gender differentiation of the fields of work. For example, men work primarily in construction (30.7%), while there are no women in this field. On the other hand, while the rate of women in the accommodation and food services is 27.6%, this rate drops to 15.8% for men.
- There are also significant nationality differences in fields of work, where Afghans primarily work in agriculture, forestry, fisheries and mining; Iranians in manufacturing and

accommodation/food services, and Iraqis in manufacturing and construction, which should be considered in the provision of vocational trainings for different groups across the Project provinces.

- More than half of this population works in low-skill and low-qualification jobs.
- Only 4.1% of the working population is registered to the SSI.
- Similarly, the rate of those working with a work permit is also very low, at 7.1%.
- The average income obtained from work remains at 1.142 TL, which is almost half of the minimum wage.
- Almost half of those who are working (44.8%) work more than 60 hours per week.
- The frequency of changing jobs is quite high, with an average of 2.4 jobs since they came to Turkey.
- Only 27% works in a permanent job, which drops to 15.8% for women. 40.6% works in daily jobs and 21.1% in seasonal jobs.
- Only 0.4% of the respondents have received vocational training in Turkey, and 0.2% have received on-the-job trainings, which shows the need to support vocational training possibilities in order to create sustainable jobs for this population.
- There is a significant need for İŞKUR to register job seekers in this group, to provide occupational counselling for them, and promote information and awareness on its vocational training activities.
- One out of four of the respondents have no working knowledge of Turkish, which seriously hampers their access to education, health, employment and social assistance. Only 8.7% has advanced level of Turkish. It is of utmost importance to provide Turkish language training courses in satellite cities through HEMs and NGOs, and to provide economic incentives to encourage the target groups' participation in these courses.
- Those who live in provinces with no sufficient job opportunities tend to go to bigger cities in search for jobs, thus becoming illegal migrants. It points to the need to promote decent work opportunities across all satellite cities.

ANNEX VIII

BIBLIOGRAPHY

Bilgiç, A. (2019) *Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey: A Draft for Final Report* (Erzurum LED Report) (May 2019).

Durmaz Bodur, N. (2018) *Denizli Yerel Ekonomik Kalkınma Analizi ve Denizli İşgücü Piyasası Talep Yönlü Analizi Sonuç Raporu* (December 2018).

Eryurt, M. A. (ed.) (2019) *Türkiye’de Uluslararası Koruma Başvuru ve Statü Sahiplerinin Sosyo-Ekonomik Durumu Araştırması*. T.C. Aile, Çalışma ve Sosyal Hizmetler Bakanlığı, ILO, Hacettepe Üniversitesi, Mayıs 2019.

İslamoğlu, E. (2019) *“Suriyeli Olmayan Sığınmacı ve Mülteciler İçin İnsana Yakışır İş Olanaklarının Desteklenmesi Projesi” Sonuç Raporu* (Sakarya LED Report) (March 2019).

Karaman, B. (2018) *Promoting Decent Work Opportunities For Non-Syrian Refugees And Asylum Seekers In Turkey* (Adana Skills Profile Report).

Kaya, Z. (2019) *Ulusal ve Uluslararası Örgütler ve STK’lar Tarafından Suriyeli Olmayan Sığınmacılara Yönelik Olarak Erzurum İlinde Hizmet ve Mekanizmalarla İlgili Haritalama Çalışması İçin Sonuç Raporu* (April 2019).

Kaya, Z. (2019) *Ulusal ve Uluslararası Örgütler ve STK’lar Tarafından Uluslararası Koruma Statüsüne Sahip Sığınmacılara Yönelik Olarak Konya İlinde Hizmet ve Mekanizmalarla İlgili Haritalama Çalışması İçin Sonuç Raporu* (April 2019).

Kaynak, S. (2019) *Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey* (Samsun LED Report)

Kıdak, E. (2019) *Kamu Kurum ve Kuruluşları, Sivil Toplum Örgütleri ve Ulusal-Uluslararası Örgütler Aracılığıyla Suriyeli Olmayan Sığınmacılara Sağlanan Kurumsal Hizmetler İçin Eskişehir’de Yapılan Haritalama Çalışması Sonuç Raporu* (March 2019).

Meçik, O. (2019) *Analysis of the Local Economic Development of Eskişehir and the Final Report of Eskişehir's Labour Market's Demand Side Analysis* (March 2019).

Refugees International (2017) *"I Am Only Looking for My Rights": Legal Employment Still Inaccessible for Refugees in Turkey*. Field Report by I. Leghtas and A. Hollingsworth.

Senar, N. (2019) *Final Report on the Results of the Mapping Study on the Services and Mechanisms Offered to Non-Syrian Refugees by National and International Organizations and Non-Governmental Organizations in Adana* (April 2019).

Senar, N. (2019) *Final Report on the Results of the Mapping Study on the Services and Mechanisms Offered to Non-Syrian Refugees by National and International Organizations and Non-Governmental Organizations in Sakarya* (April 2019).

Topateş, A. and H. Topateş (2019) *Denizli Kentinde Uluslararası Koruma Başvuru ve Statü Sahiplerinin Mesleki Beceri Profilinin Oluşturulması Sonuç Raporu*.

Ünlütürk Ulutaş, Ç. (2018) *Ulusal ve Uluslararası Örgütler ve STK'lar Tarafından Suriyeli Olmayan Sığınmacılara Yönelik Denizli'deki Hizmet ve Mekanizmalarla İlgili Haritalama Çalışması İçin Sonuç Raporu* (December 2018).

Ünlütürk Ulutaş, Ç. (2019) *The Evaluation Report of the Services Provided for the People Under the International Protection in Samsun* (March 2019).

Yavuz, S. (2019) *Evaluation Workshop Report* (April 2019).

Yavuz, S. (2019) *Uluslararası İşgücü Göçü İstatistikleri Çalıştayı Sonuç Raporu* (March 2019).

Yavuz, S. (2019) *International Labour Migration Statistics Workshop Report* (March 2019).

ANNEX IX.

Below is a list of additional recommendations for the consideration of the ILO Turkey Office and Project Management:

1. Develop a more integrated approach towards refugees, both Syrian and non-Syrian, by strengthening the links between the projects implemented under the Refugee Response Programme and by coordinating the services offered to different groups (ILO Turkey Office; after the completion of the Project, with allocation of adequate resources).
2. Adopt a standardized approach for the research studies conducted under Objective 1 in order to enable the comparability of findings and measures to be adopted. A team of experts can be mobilized for this purpose in order to identify what is missing, what can be done to improve etc. (Project Management; final phase until December 2019, additional resources might be needed).
3. For further recruitments to conduct research studies, pay attention to have well-defined job descriptions detailing the fields where information is needed, whom/where to collect information from, how many pages are required, etc., as well as a standard set of questions that needs to be addressed (Project Management; for future projects, allocating adequate resources).
4. Promote work on efficient communication strategies with potential beneficiaries across all the provinces, including use of social media and digital platforms (Project Management; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).
5. Intensify advocacy efforts for legislative and policy measures to be adopted to improve the decent work opportunities for the target group (ILO Turkey Office, Project Management; final phase until December 2019 and follow-up with further projects, no resource implications).
6. Consider an impact assessment at the end of the Project in order to assess the extent to which it reached its objectives in terms of, particularly, increasing the employability of the target group, with a view to guiding public policies and establish models to be used in future interventions (ILO Turkey Office, Project Management; after the completion of the Project, with allocation of adequate resources).
7. Step up efforts to launch a nation-wide awareness-raising campaign, by discussing ways to avoid negative reactions from host communities with all the stakeholders involved (Project Management; final phase until December 2019, no resource implications).

8. Concentrate efforts on gender mainstreaming in implementation, follow-up and impact (Project Management; final phase until December 2019, no resource implications).
9. Expand on the partnerships with the private sector in order to increase the impact and sustainability of the Project, building on the good practice in Denizli, to other provinces (Project Management; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).
10. Engage more civil society partners across the provinces in order to reach the most vulnerable population (Project Management; final phase until December 2019 and follow-up with further projects, with allocation of adequate resources).
11. Engage the stakeholders, particularly those from the public institutions, which are the main implementing partners, to find solutions to the sustainability issue by means of a participatory approach (Project Management final phase until December 2019, no resource implications).
12. Develop a more proactive approach in terms of advocating for and promoting good practices, both from the provinces where the Project is implemented and from international cases, through innovative communication tools (Project Management; final phase until December 2019, no resource implications).