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Decent Work Opportunities for Refugees and Host Communities in Turkey

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Outcome #2: An enabling environment for business development and economic growth promoted to generate more and better entrepreneurship and formal job opportunities for refugees and host communities.

Outcome #3: Labour market governance institutions and mechanisms strengthened to assist Turkey in implementing inclusive labour market policies protecting the rights at work of refugees and host communities.

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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.



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List of Acronyms

3RP: Regional Refugee Resilience Plan

ADASO: Adana Chamber of Industry

AMM: Adana Metropolitan Municipality

ASO: Ankara Chamber of Industry

DGILF: Directorate General of International Labour Force

DGMM: Directorate General of Migration Management

EU: European Union

FGDs: Focus Group Discussions

GESOB: Gaziantep Association for Chambers of Tradesmen and Craftsmen

ILO: International Labour Organization

ILO EVAL: ILO Evaluation Office

ILO ITC: International Training Centre of the ILO

ILO P&B: Programme and Budget

IHKIB: Istanbul Apparel Exporters' Association

IMM: Istanbul Metropolitan Municipality

IMMIB: Istanbul Mine and Metal Exporters' Association

ISKUR: Turkish Public Employment Agency

KIGEP: Transition to Formality Programme

KIKA: Participation to Formal Employment Project

M&E: Monitoring and Evaluation

Mol: Ministry of Interior

MoJ: Ministry of Justice

MoLSS: Ministry of Labour and Social Security

MoNE: Ministry of National Education

MoT: Ministry of Trade

NEET: Neither in employment nor in education

NGO: Non-Governmental Organization



OECD/DAC: Organisation for Economic Co-operation and Development / Development Assistance Committee

OSH: Occupational Safety and Health

PRM: US Department of State – Bureau of Population, Refugees and Migration

RBM: Results-Based Management

SDGs: Sustainable Development Goals

SME: Small and Medium-Size Enterprises

SSI: Social Security Institution

SSTC: South-South and Triangular Cooperation

SuTP: Syrians under Temporary Protection

TESK: Confederation of Turkish Tradesmen and Craftsmen

TİSK: Turkish Confederation of Employers' Associations

ToR: Terms of Reference

ToT: Training of Trainers

TURKSTAT: Turkish Statistics Institute

TÜRK-İŞ: Confederation of Turkish Trade Unions

UNDCS: United Nations Development and Cooperation Strategy

UNEG: UN Evaluation Group

UNICEF: United Nations Children's Fund

WAP: Workplace Adaptation Programme



EXECUTIVE SUMMARY

Project Background

Turkey hosts the highest number of refugees in the world, with 3.671.277 Syrians under Temporary Protection (SuTP) as of May 2021, and 330.000 refugees under International Protection, mainly from Iraq, Afghanistan, and Iran. The ILO is implementing a comprehensive and integrated Refugee Response Programme in Turkey, under its Programme of Support Strategy for the Response to the Refugee Crisis in Turkey. The Refugee Response Programme focuses on improving the labour market integration and decent work opportunities for Syrian and non-Syrian populations and their cohesion with host communities, as well as strengthening the governance mechanisms and structures for this purpose. Under this Programme, the ILO with its tripartite structure, normative framework and decent work agenda is in a unique position to address challenges and develop strategies to support the access of refugees to the labour market.

The Project is based on an effective needs-analysis regarding the target population and the labour market conditions in Turkey, as well as the previous experience of ILO on the issue, incorporating important lessons learned from the previous phases of PRM support ongoing since 2015. The Project has merged the Syrian and non-Syrian focused projects funded by the PRM until the end of 2019 in Turkey, taking into account the lessons learned and the results of previous evaluations, with the aim to operate more inclusively and to boost synergies between the two interventions, as well as to scale up the impact of accumulated ILO experience and knowledge in the field of promotion of inclusive job and decent work opportunities for both refugee communities and host community members in Turkey.

Evaluation Background and Methodology

The mid-term evaluation aims to ensure accountability to the beneficiary, donor and key stakeholders of the Project, and promote organizational learning within the ILO and among key stakeholders. It is expected that the evaluation results and recommendations will contribute for further project development to improve the labour market integration of refugees and host communities in Turkey. A particular emphasis is made on the overall impact of COVID-19, which has affected almost the entire implementation period, on Project objectives and activities, as well as the mitigation measures taken by the ILO Office for Turkey as a response.

The scope of the evaluation encompasses all the activities and components of the Project for the period between January 2020 and May 2021, and up to the actual time of the mission. The evaluation integrates gender equality, non-discrimination and international labour standards as cross-cutting concerns throughout its methodology and deliverables. It also places specific attention to the relevance of the Project to the ILO's programme framework, UNDCS and national development frameworks.

The conceptual framework for the evaluation is based on ILO's Results-Based Management (RBM) system and addresses the key OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact potential. In addition, the evaluation also considers the lessons learned through the implementation of the Project, and identifies good practices to constitute important inputs for the upcoming Project activities and future interventions in the field.

The evaluation applies mixed methods and is based on data collection from both objective and subjective sources, including Project documents, relevant ILO standards and guidelines, available data, research studies and surveys on the issue, as well as stakeholder consultations, including final beneficiaries. In addition to the analysis of available data obtained through the examination of Project documents, in-depth semi-structured interviews (via online platforms or telephone due to COVID-19 conditions) have been conducted so as to enrich the qualitative perspective of the evaluation, increase the validity and reliability of the findings, and ensure a participatory process. The full list of stakeholders/beneficiaries was provided by the Project Team, with the addition of two more stakeholders identified to be important during the field work to explore the Project's potential to open up new pathways for further interventions.

A total of 16 interviews have been conducted with 17 key informants, including the Project management team, main public partners, stakeholders from the private sector and civil society, as well as external collaborators and trainers. In addition, 12 individual interviews have been conducted with the beneficiaries of the Kodluyoruz Association Bootcamps (4 respondents), ILO ITC Trainings (3 respondents), and Meryem Women Cooperative (5 respondents). The sample



questionnaire (Annex V), formulated on the basis of the OECD/DAC criteria, has been adjusted to the different stakeholders on the basis of their roles and responsibilities in the Project.

Main Findings

Relevance / Coherence: The Project is a timely and relevant action in relation to the international and national priorities in its field of intervention. It has been planned along the lines of its contribution to the UN 2030 Agenda for SDGs from its design stage onwards, and particularly contributes to SDG 8 and SDG 10. The overall objectives of the Project are also in line with the ILO P&B 2020-2021 and UNDCS 2016-2020 for Turkey. At the national level, the Project is aligned with the 11th Development Plan (2019-2023) and the National Employment Strategy (2014-2023). As for coherence, the Project is designed on the basis of the five-year Programme of Support for the Response to the Refugee Crisis in Turkey 2017-2021, which also forms the basis of its 3 components/outcomes. ILO has implemented five projects through the Refugee Response Programme under the Programme of Support, which has expanded to incorporate non-Syrian refugees since 2017. The Project merged two of the on-going interventions under this Programme, focusing on Syrian and non-Syrian refugees. The Project fits very well the ILO portfolio in Turkey, and is a direct effort to create synergies with other projects under the same Programme. It also fits well with the existing priorities and interventions of its partners, mainly DGILF, but also its local and provincial partners, aiming to promote the labour market integration of the target groups and social cohesion with the host society. The design and intervention logic of the Project is well geared towards achieving its stated objectives. The objectives / outcomes of the Project have proven to be effective in addressing the priorities with respect to the target groups in an integrated and holistic manner, on the supply and demand sides, as well as at the level of institutional capacities and mechanisms. The Project is strongly based on previous interventions and lessons learned, which increases the coherence and relevance of its objectives and activities, building on the ILO's extensive experience, know-how and network in the field. Close partnerships with local actors and gearing the activities towards the actual local needs provide an added value for the Project, and allow it to effectively respond to the needs of the constituents.

Effectiveness: The Project's progress towards objectives has been significantly affected by the pandemic, which entailed important revisions in its original targets and implementation modalities. Almost all activities have been affected, to varying extents, from the restrictions and force majeure conditions imposed by COVID-19. The factors promoting the achievement of objectives, in this context, have been: (i) the openness and flexibility of the PRM as the Donor, (ii) the Project's openness to learning and adaptability to emerging and changing demands coming from the Project Team and stakeholders, (iii) the organizational learning promoted by the Project, which has positive implications for promoting the sustainability of interventions, (iv) the partnership strategy of ILO, which is underlined as an added value of the Agency, and (v) the accessibility of the Project Team and value attributed to ILO in the eyes of the partners. Factors risking the achievement of objectives, on the other hand, can be listed as: (i) short duration of PRM projects, entailing significant challenges for the scope and wide variety of activities of the Project, (ii) difficulty to conduct site visits and fieldwork under the pandemic conditions, imposing challenges for effective M&E practices, (iii) long bureaucratic procedures and problems of ownership of public stakeholders, slowing down the progress, (iv) the rather instrumental outlook of the main Project partner, (v) problems of regular communication among and within the three Outcomes, mainly due to the home-based working conditions imposed by the pandemic, and (vi) lack of effective communication channels among partners, particularly at the local level. The implications of COVID-19, while being inherent in most of the factors outlined above, have been separately analyzed to fully understand their extent and scale. It is important to underline that the pandemic has so far had not only negative implications, but it has also created important opportunities and openings for the Project, mainly thanks to the remarkable efforts of the Project Team. On the negative side, the pandemic has certainly caused delays, cancellations and revisions across almost all activities, caused delays and interruptions on the part of partners and stakeholders, entailed changes in target groups, and significantly challenged the M&E process. On the positive side, however, it has displayed the risk-management capacity of the Project Team, successful reallocation of the budget towards emerging needs, and increased ILO's capacity for online training and digital learning platforms.

Efficiency: An important problem has been the exchange rate of USD during the Project cycle, which implies problems concerning the total use of the budget. Currency fluctuations lead to problems in spending the whole of the budget, whereby only 70-75% of it can be effectively allocated. Also, home-based working practices of the Project staff, necessitated due to COVID-19 measures, is another factor which constrains the use of the resources allocated for the Project. The long internal procedures of ILO, concerning contracting, approval and other bureaucratic and administrative processes, appears as another factor that might slow down the efficiency of the resources, while these are also emphasized to increase the quality of the outputs. The Project has an efficient management strategy, whereby the Senior



Project Coordinator closely follows all activities together with the officer responsible for each activity / output. The management strategy also allows for close relationships and contacts with main partners and stakeholders. However, the monthly Stakeholders' meetings have been interrupted due to the pandemic, while they are found to be crucial to exchange information on the progress of the Project. An effective monitoring mechanism is in place between the Donor and the Senior Project staff, in the form of regular two-monthly meetings. Still, the outcomes of these meetings can be better disseminated across the entire Project Team. While an effective communication strategy has been developed at the design stage, the communication and visibility aspects have not been at the forefront, most likely due to the political and social sensitivity of the issue. The difficulties in promoting external communication and visibility is understandable and is skillfully managed by the Project Team.

Impact/Sustainability: The Project, through its capacity-building activities, aims to strengthen public institutions in charge of active labour market programmes in terms of delivering quality public employment services tailored to the needs of the refugees and host communities. The sustainability of the Project strongly depends on the ownership of the partners and stakeholders, as they are the ones who are both responsible for, and to benefit from, the consolidation of a fruitful ground for the continuation of activities to empower the target groups of the Project. Through the Project activities focusing on strengthening national and local labour market institutions, the response capacity of the Turkish government's relevant bodies to deal with the labour market integration of refugees will be strengthened. Still, the impact and sustainability issues need to be conceived in a longer-term perspective, particularly because the interventions focus on refugees, which is the group that is the easiest and fastest to be discarded in times of crisis. While all efforts are made to increase the formal employment of the target group, conducting an impact analysis would be important in order to follow-up the effects of formalization supports and incentive schemes like KIGEP Plus, as well as training schemes under the capacity-building component. Another important point concerns the resources allocated in this respect, as job placement and formalization incentives are closely related to the available budget. Still, increased awareness among partners and stakeholders is a significant added value of the PRM support, which reached an important level during this Project in that the resistance towards refugees at the societal level appears to have been overcome to a great extent, showing the awareness created across the constituents through the successive stages of implementation.

Lessons Learned and Emerging Good Practices

The Project's entire implementation coincided with COVID-19, requiring significant adjustments in activities and scope. Several new initiatives and focus points have emerged in this context, providing important openings for ILO to broaden its expertise and concentrate its efforts in the most needed areas for the target groups. Efforts in terms of strengthening local government actors, capacity-building and empowering stakeholders are important to promote the sustainability of the initiatives. The willingness and cooperation of local partners is important to ensure applicability and replicability of these interventions. In this respect, ILO should look for expanding its partnerships, particularly towards municipalities and workers' organizations in order to increase the effectiveness of interventions that emerge as lessons learned, which require significant collaboration at the local level in line with specific needs. It is also important to develop partnerships with NGOs, particularly those like Kodluyoruz which can constitute a role model for innovative interventions targeting refugee and host community youth. It would also be important to look for upscaling interventions to build up models, and promote ILO's role in affecting policy-making processes.

Lessons Learned

1. Experience gained on **green jobs** reveals significant opportunities for the employment of refugees. While the piloted green job interventions mainly focus on agriculture, expanding these interventions towards recycling, waste management, wind and solar energy, and wastewater storage, through the provision of trainings in these fields, appears important to single out ILO's contribution to a sustainable energy consumption. Important steps have already been taken in this direction, and work is ongoing to identify possible partners and pilot provinces for this purpose.

2. The importance of **cooperatives** as a crucial response tool against crises has been widely acknowledged, as it promotes access to livelihoods and social inclusion. On this basis, expanding the cooperative initiatives, through a more flexible perspective not only focusing on refugees and / or women, but also on green economy, disability, elderly care, should be a priority, along with initiatives to strengthen the interaction amongst cooperatives so that they mutually develop their capacities.



3. The opening towards the issue of **NEET**, through the study conducted under Output 1.1., provided awareness among the Project Team on the need for working on a diverse range of fields relating to youth employment.

4. ILO needs to **re-consider its role** in the provision of trainings, and take it to a higher level, (i) to provide guidance for its partners on the content and modalities of quality vocational training, international standards, and incorporation of digitalization into the process; (ii) to empower its partners to operationalize these trainings; (iii) allocate the training budget to interventions that have more direct implications for the labour market (i.e., formalization supports, job placement of refugees, cooperatives, etc.).

5. ILO Turkey Office should assume a more active role in terms of **governance and policy-making**, and should try to reflect its field-level interventions at the policy-making level, i.e., should see the policy implications of its interventions, thereby increasing the visibility of its achievements across both international and local platforms.

6. Need for a **longer-term planning** as the Project has evolved as a comprehensive investment in training, formalization and capacity-building, whose ambitious objectives are attempted to be achieved in a period of two years.

Emerging Good Practices

1. Capacity-building provided in the field of digital technologies for refugee youth shows the interest of young people in this area, and thus the relevance of the activity. Also, participants continue to be supported after their graduations, as job placements following the trainings have also reached high numbers, and significant efforts have been made to bring the youth together with sector leaders.

2. The study on refugee and host community NEET and the resulting awareness of the importance of focusing on various aspects of youth employment has provided a significant added value to the Project. The partnership of ILO with UNDP in addressing NEET and youth employment appears as a good practice in this respect, as it increases the visibility of the issue and contributes to policy discussions on youth employment through a series of activities including workshops, broadcasts and podcasts.

3. KIGEP has been influential in terms of increasing registered employment, and showed the importance of the expansion and wider application of the Programme. Efforts for the **formalization of SMEs** through technical and financial support would be worth expanding in the upcoming phase. Special attention needs to be placed on the financial needs of these enterprises after the formalization process, which can be supported through temporary incentive schemes similar to those provided under KIGEP.

4. Combining green jobs and cooperatives, and these with refugees and women, appears as an innovative aspect, which can constitute a model for future interventions. The new model is being constructed with AMM, through a tripartite structure among ILO, the Municipality and the cooperative, based on a cost-sharing modelling. The 'social and solidarity economy' based cooperative, aiming to facilitate the access of women, refugees, persons with disabilities, etc. to the labour market, can be promoted as a model and expanded across Turkey.

5. Establishment of a new partnership with the IBB offers an important potential to contribute to decreasing dependency on social assistance by promoting employment.

Conclusions and Recommendations

The Project constitutes an important intervention, where the ILO appears to have developed its own set of values, and has effectively promoted it across its partners and stakeholders. The contribution of the Project to the general objective of promoting decent work opportunities for refugees and enhancing social cohesion between the host society and refugees is remarkable, even under the conditions imposed by the COVID-19 pandemic. The latter has had major implications for the Project, as it covered almost the entire implementation period. What is important to underline, however, is that COVID-19 has so far had not only negative implications, but it has also created important opportunities and openings for the Project. It is important to underline that the impact of the pandemic was quite harsh at the beginning, while the risks and adverse effects have now been mitigated to a large extent, again due to learning that has taken place, as well as the gradual development of coping strategies by both the Project Team, the partners and stakeholders, and the society at large.



Some of the Recommendations in line with the findings of the evaluation are listed below:

1. Consider a longer implementation period in line with the integrated and multi-dimensional nature of the intervention.
2. Consider ways to improve the effectiveness of M&E under COVID-19 conditions, mostly through increasing online measures, while also promoting mechanisms of regular and frequent reporting and information sessions with the partners
3. Continue to focus on partnerships with local governments, and to provide technical and financial support to them, as the main actors to promote employment services, in order to ensure the sustainability of activities beyond the lifetime of the Project.
4. Closely monitor the participation of women in all activities, particularly those that are conducted online, as well as the gender implications of various incentive and support mechanisms, as they might have a particular bias towards men.
5. Consider an impact assessment study for the interventions carried out, particularly those concerning the formalization supports and incentive schemes under KIGEP and KIKA.
6. Promote the 'social and solidarity economy' based cooperative, aiming to facilitate the access of vulnerable groups, such as women, refugees, persons with disabilities, etc., to the labour market, as a model to be expanded across Turkey.
7. Focus on social partners, particularly workers' organizations, in terms of capacity-building efforts, in order to strengthen these organizations to promote their involvement in the refugee response and their advocacy in the labour market, as well as to promote the involvement of refugees in these organizations.
8. Place more emphasis on constituent capacity-building at the provincial level, along with the central one, through the provincial branches of central government units, as the service providers in these units are the first point of encounter for refugees, and they need particular awareness-raising efforts in this respect.
9. Consider ways to promote ILO's role in policy-making and governance in terms of promoting refugees' access to livelihoods and decent work opportunities, as well as social cohesion with the host communities.
10. Consider fewer numbers of activities in the upcoming cycles in order to focus more intensively on the ILO's major gains and particular strengths obtained in refugee response.



I. INTRODUCTION

The objective of this Evaluation Report is to present the findings of the Mid-Term Evaluation of “Decent Work Opportunities for Refugees and Host Communities in Turkey” (TUR/19/02/USA) Project. The mid-term evaluation process adheres to ILO Evaluation standards and templates,¹ and is designed in line with ILO and PRM monitoring and evaluation procedures. The mid-term evaluation is carried out under the overall supervision of the ILO Office for Turkey. The Evaluation Report has been prepared in accordance with the ILO Evaluation Office Checklist 5 dated March 2014.

In line with the Terms of Reference (ToR), the mid-term evaluation aims to ensure accountability to the beneficiary, donor and key stakeholders of the Project, and promote organizational learning within the ILO and among key stakeholders. More specifically, it aims to reveal the possible ways to: (i) improve project performance and contribute towards organizational learning; (ii) help those responsible for managing the resources and activities of the project to enhance development results from the short-term to a sustainable long term; (iii) assess the effectiveness of planning and management for future impacts; and (iv) support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. In this regard, the evaluation will provide overall and specific recommendations pertaining to these aspects.

II. PROJECT BACKGROUND

Turkey is the country that hosts the highest number of refugees in the world, with 3.671.277 Syrians under Temporary Protection (SuTP) as of May 2021,² and 330.000 refugees under International Protection, mainly from Iraq, Afghanistan, and Iran.³ According to DGMM data, there are currently 1.974.302 men and 1.696.975 women SuTP, who are mostly concentrated, respectively, in the provinces of İstanbul, Gaziantep, Hatay, Şanlıurfa, Adana, Mersin, Bursa, İzmir, Konya and Kilis. As of May 2021, less than 2% of SuTP (56.583) live in 7 state-run temporary accommodation centers across 5 provinces (Adana, Hatay, Kahramanmaraş, Kilis and Osmaniye), while the overwhelming majority live outside of these centers. More than 3.1 million of SuTP, moreover, are younger than 40 years old.

On the other hand, 330.000 refugees are applicants or holders of International Protection, living in the 62 satellite provinces in Turkey determined by DGMM. This latter group (referred to as non-Syrian refugees) comes from more than 80 countries, with Iraqis, Afghanis and Iranians representing the three largest groups. The number of international protection applications reached its peak in 2018 with 114.537 new applications, and the total number of international protection applications between 2010 and 2020 reached 566.060, while a remarkable decrease has been noted in the last two years, which is most likely to be related with the mobility restrictions associated with the COVID-19 pandemic.⁴

In the context of the ongoing instability in the region, as well as the conditions imposed by the pandemic, these groups are likely to stay in Turkey for the foreseeable future, which underlines the relevance and timeliness of interventions to promote decent work opportunities targeting refugees and other forcibly displaced populations. As one of the major international actors contributing to the global policy framework in this regard,

¹ ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (4th ed.), available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

² Directorate General for Migration Management (DGMM), Statistics: Temporary Protection (updated 12 May 2021). Available at <https://www.goc.gov.tr/gecici-koruma5638> (accessed 23 May 2021).

³ UNHCR Turkey, Statistics. Available at <https://www.unhcr.org/tr/unhcr-turkiye-istatistikleri> (accessed 23 May 2021).

⁴ DGMM Statistics: International Protection. Available at <https://www.goc.gov.tr/uluslararasi-koruma-istatistikler> (accessed 23 May 2021).



the ILO pursues a sound strategy since 2016 to promote an enabling environment for decent work and social justice for all, embracing the need to engage all government, social, national and international partners.

Within this framework, the ILO is implementing a comprehensive and integrated Refugee Response Programme in Turkey, under its more general Programme of Support Strategy for the Response to the Refugee Crisis in Turkey. The Programme of Support aims to strengthen the labour market and business development environment through the stimulation of decent work opportunities for refugees and host communities, inclusive socio-economic growth and the reinforcement of the governance system and structures. In this context, the Refugee Response Programme mainly focuses on improving the labour market integration and decent work opportunities for Syrian and non-Syrian populations and their cohesion with host communities, as well as strengthening the governance mechanisms and structures for this purpose. Under this Programme, the ILO with its tripartite structure, normative framework and decent work agenda is in a unique position to address challenges and develop strategies to support the access of refugees to the labour market. For this purpose, the ILO is pursuing a multi-dimensional strategy, based on (i) assessing and building the skills of refugees, (ii) assessing the needs of employers and businesses and supporting formalization, (iii) working with the Government and social partners to support cooperation between actors to achieve fair and inclusive labour market governance. The ILO is supporting further policy dialogue on a range of related issues, including implementation of the legislation, access to employment-related services, social protection, conditions and rights at work, business investment and transition from the informal to the formal economy in Turkey.

As set out in the Project Document (PRODOC), the Project is based on an effective needs-analysis regarding the target population and the labour market conditions in Turkey, as well as the experience of ILO on the issue, incorporating important lessons learned from the previous phases of PRM support ongoing since 2015. The main needs that emerge in this context can be summarized as follows:

- On the supply side, to facilitate access to decent work opportunities for refugees and host communities through increasing the availability of a skilled, competent and productive workforce; to build up technical skills and competencies corresponding to the needs of the labour market, as well as core employability skills (through a specific focus on apprenticeship programmes for the youth), along with efforts to raise awareness among refugees of their rights and obligations.
- On the demand side, to promote information on sectors with job and economic growth potential that can absorb refugee workers; at the same time, to provide advisory services for refugee-owned companies and support the development of cooperation models for those, also by promoting collaboration with chambers and employer associations; to support the formalization of informal enterprises through incentive schemes; to develop gender-sensitive interventions to increase women's participation in formal employment, including women's cooperatives.
- On the institutional side, to strengthen the capacities of labour market governance institutions and mechanisms to implement inclusive labour market policies; to raise awareness on, and address the gaps in, the legislation and its enforcement through trainings to be provided to the main stakeholders (DGILF, judges of Labour Courts, SSI auditors, Guidance and Labour Inspection Board, MoNE directorates, etc.); to promote language facilitation support for public service providers; to enhance collaboration and dialogue between government actors and social partners; as well as to promote data collection, studies and assessments, and tailored training programmes on labour market and social protection in the context of migration.

On the basis of the needs identified, the Project has combined the Syrian and non-Syrian refugees focused projects funded by the PRM until the end of 2019 in Turkey, taking into account the lessons learned and the results of previous evaluations. Thus, the Project merges two strands of the ILO projects under the Refugee Response Programme, namely, 'Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey,' and 'Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey' Projects, with the aim to operate more inclusively and to boost synergies between the two



interventions, as well as to scale up the impact of accumulated ILO experience and knowledge in the field of promotion of inclusive job and decent work opportunities for both refugee communities and host community members in Turkey.

Theory of Change

The project successfully mainstreams the good practices and lessons learned from the earlier responses to the overall rationale and activity planning in Turkey. It is built on strong ties, which have been consolidated through previous actions, with central and local authorities, actors and institutions for implementation. The Project works in synergy with other ongoing ILO interventions with the aim to facilitate the access of final beneficiaries to the labour market. In line with the ILO principles, the Project commits to support decent work for all, including migrant and refugee workers, by promoting rights at work and decent employment opportunities, enhancing social protection and strengthening the social dialogue. It also strongly builds on, and reinforces, the national and international priorities on the issue.

Project Objectives

In line with the background and the needs outlined above, and in accordance with the Project Document revised and agreed in December 2020, the overall objective of the Project is to strengthen the resilience and social cohesion of refugees and host communities in Turkey by promoting access to decent work and inclusive economic growth underpinned by decent work principles. It is built on three main outcomes, and their respective outputs, as follows:

Outcome #1: Employability of refugees and host community members as well as their resilience in the labour market strengthened through skills development trainings.

The objective of this component is to equip refugees and host communities in Turkey at working age with the right skills in accordance with the needs of labour market demand and their prior learning and experiences. The following outputs have been identified for this component:

- 1.1 Increased skills and competencies of refugees and host communities.
- 1.2 Promoted access of refugees and host community members to apprenticeship programme
- 1.3 Strengthened sustainability of employment and social cohesion at work place (work place adaptation programme)

Outcome #2: An enabling environment for business development and economic growth promoted to generate more and better entrepreneurship and formal job opportunities for refugees and host communities

The objective of this component is to improve the economic and financial inclusion of refugees and host communities, in close cooperation with provincial and local governments, Regional Development Agencies, Chambers of Industry and Commerce and private sector actors, through the following outputs:

- 2.1 Equipped refugees and host community members to seize entrepreneurship opportunities



- 2.2 Supported new enterprises' establishment and formalization of informal enterprises
- 2.3 Improved SMEs capacities on sustainability, productivity and competitiveness
- 2.4 Increased employment of refugees and host community members through job referrals
- 2.5 Established new women cooperative(s) and improved existing women cooperatives
- 2.6 Rolled-out green job related pilot programmes towards refugees and host community members
- 2.7 Provided financial assistance to small enterprises (employing 1-5) owned by refugees and host community members to increase their resilience against COVID-19 impact on their businesses

Outcome #3: Labour market institutions and mechanisms strengthened to improve governance and implementation of inclusive labour market policies protecting the rights at work of refugees and host communities

This component aims to strengthen labour market governance systems and institutions through the development of evidence-based and refugee-specific capacity-building measures to improve planning and policy-making in governance, on the basis of specific areas for capacity needs identified on the basis of ILO's previous experience in refugee response. The following outputs are identified for this purpose:

- 3.1 Strengthened capacity of relevant government institutions and employers' and workers' organizations with respect to refugees' access to labour market and building resilience
- 3.2 Strengthened capacity of relevant government institutions on labour migration statistics
- 3.3 Strengthened capacity of the judiciary for the enforcement of the Law on Foreigners and International Protection, and the subsequent Temporary Protection Regulation as well as Work Permit Regulations for international protection applicants
- 3.4 Strengthened capacity of inspection/audit personnel of relevant government institutions
- 3.5 Increased awareness of refugees and host community members on occupational safety and health (OSH); Increased capacity of OSH Professionals – Occupational Safety Experts and Physicians on OSH
- 3.6 Increased capacity of certified accountants and other relevant personnel.
- 3.7 Increased capacity of public institutions and/or chambers of commerce and industry delivering labour related services towards refugees
- 3.8 Increased knowledge and experience sharing among governmental institutions as well as workers' and employers' organizations
- 3.9 Promoted working conditions of workers within supply chains in two sectors
- 3.10 Increased knowledge and data base on four labour related areas (to be promoted through assessment studies on: (i) Effects of foreign labour force in the labour market, (ii) Situation of child labour and its incidence in 3 target provinces, (iii) Young refugees' access to apprenticeship programme and its impact on employability, and (iv) International good practices on job creation in green economy and an assessment of green jobs)
- 3.11 Increased awareness of refugees and host communities on labour rights and their access to labour market



Project Management

The ILO Office for Turkey has been conducting a Refugee Support Programme, supporting Syrian refugees since 2015, and non-Syrian refugee populations since 2017. The Project builds on this vast experience, as well as other important fields of experience of ILO including social dialogue, occupational safety and health, women and youth employment, and elimination of worst forms of child labour, to strengthen the resilience and social cohesion of refugees and host communities in Turkey by promoting access to decent work and inclusive economic growth underpinned by decent work principles. As the two important pillars of ILO experience on Syrian and non-Syrian refugees have been merged under this Project, on the basis of this past experience and lessons learned, the two project teams have come together in the Project management structure. The main public stakeholder of the Project is the DG International Labour Force (DGILF) of the Ministry of Labour and Social Security.

As stated in the Project Document, the project team, responsible for the interventions carried out in 14 provinces in Turkey, include 14 staff members:

- Senior Programme Coordinator, responsible for overall coordination of the Refugee Response Programme;
- Senior Project Coordinator, responsible for management of the project implementation;
- Finance and Admin Officer, responsible for the project expenditures and project budget and ensuring compliance with the ILO's financial rules and regulations;
- Skills Officer, responsible for interventions related to skills and competency development;
- Governance and Compliance Officer, responsible for labour market governance related interventions;
- Entrepreneurship and Business Development Officer, responsible for business development and job creation related interventions;
- Livelihoods Officer, responsible for Syrian and non-Syrian refugee focused as well as knowledge base related interventions including overall coordination of activities on cooperative;
- Green Economy Officer, responsible for green economy related interventions;
- Monitoring & Evaluation Officer, responsible for the design, coordination and implementation of the monitoring, research, and learning framework of the project;
- Communications Officer, responsible for the design and implementation of all outreach activities, including preparation of project visibility products, setting a communication strategy for the project, maintaining a project constituent/stakeholders/participant list and updating the list regularly;
- Project Assistant, to provide administrative and programmatic support for the timely delivery of the project results and outputs when necessary;
- Administrative Assistant, to provide support to payment processes for the timely delivery of the expected project results, including compiling payment files, supporting with budget monitoring of expenditures etc.;
- Finance and Procurement Assistant, to assist in the procurement of services and supplies in line with ILO's financial rules and regulations and arrange for control of distribution and maintenance of inventory records etc.;
- Field Operations Assistant, to assist field-based operations and logistics.

The management of the Project also relies on ILO country office support in the fields of procurement, finance, human resources and administrative issues, as well as the ILO headquarters support in the form of technical assistance.



General Information about the Project

The Project is funded by the US Department of State's Federal Assistance Award from the Bureau of Population, Migration and Refugees (PRM), and it has an allocated budget of USD 9,775 million with an implementation period of 20 months, initially foreseen to be between 1 January 2020 and 31 August 2021, but currently extended by four months until end of December 2021 as the Project Document had been prepared for a time period of two years. The Project has entered in its second phase by 1 January 2021. The Project has been designed on the basis of the Programme of Support Strategy of the ILO Office for Turkey 2017-2021, which also forms the basis of its 3 components.

The Project is implemented in 14 provinces across Turkey, namely, Ankara, İstanbul, İzmir, Bursa, Adana, Gaziantep, Şanlıurfa, Mersin, Konya, Hatay, Kahramanmaraş, Eskişehir, Denizli and Ordu. It involves activities targeting all groups of refugees in Turkey, including non-Syrian ones mainly with Afghan, Iranian and Iraqi nationality. Its first component on Employability focuses on vocational and language training, workplace adaptation programme, and referral to apprenticeship. The second component mainly aims to promote entrepreneurship and registered employment among the target group, and involves a variety of training, grant and incentive programmes, as well as innovative elements focusing on the promotion of women's cooperatives and green jobs. Finally, the third component focuses on capacity-building activities for stakeholders, and involves a series of capacity-building and awareness-raising trainings, workshops, seminars, study visits, assessment studies, as well as communication and visibility activities.

The main collaborating partner of the Project is DGILF of the Ministry of Labour and Social Security (MoLSS), while it has a large range of stakeholders and beneficiaries identified in the Project Document. For the first component of the Project, these include DGILF, Public Employment Agency (ISKUR), DG Vocational and Technical Education and DG Life Long Learning of the Ministry of National Education (MoNE), Public Education Centres, Chambers of Industry and Trade, Unions of Merchants and Craftsmen, Multi-Purpose Community Centres, Regional Development Agencies, workers' and employers' organizations and private sector actors. Under the second component, the activities are implemented in close cooperation with provincial and local governments, Regional Development Agencies, Chambers of Industry and Commerce and private sector actors. Here, the main partners include DGILF, SSI, ISKUR, Ministry of Agriculture and Forestry, Ministry of Environment and Urban Planning, Municipalities, TÜBİTAK, KOSGEB, Chambers of Industry and Trade, Unions of Merchants and Craftsmen, Regional Development Agencies, workers' and employers' organizations, as well as the private sector. As for the third component, the main partners include DGILF, ISKUR, SSI, DG Migration Management (DGMM) of the Ministry of Interior (MoI), Public Employment Agency (ISKUR), Ministry of Environment and Urban Planning, Ministry of Agriculture and Forestry, Turkish Statistics Institute (TURKSTAT), Regional Development Agencies, the Confederation of Progressive Trade Unions of Turkey (DISK), HAK-İŞ Trade Union Confederation, the Confederation of TURK-İŞ Trade Unions, the Turkish Confederation of Employers' Associations (TİSK), the Confederation of Turkish Craftsmen and Tradesmen (TESK) at the central level; and Chambers of Commerce and Industry, Unions of Merchants and Craftsmen, KOSGEB, TÜBİTAK, Municipalities, Universities, UN Agencies, NGOs, private sector actors, and Exporters Associations at the provincial level.

It is important to note that almost the entire period of implementation of the Project has coincided with the COVID-19 pandemic, which has led to a revision in some of its activities and related indicators. In this respect, ILO has requested amendments on the Project, respectively, on 5 May 2020, 26 June 2020, and 11 December 2020. The final amendment request concerned a budget revision among the budget lines in order to respond to the high demand on the KIGEP Plus (Transition to Formality) Programme, which provides incentives to the employers to formally employ refugees and host community members in Turkey, and to increase its original target from 1.200 to 2.146 beneficiaries. Certainly, the pandemic has caused interruptions in the overall project implementation process, for example, in the plans to conduct the fieldwork, which was originally scheduled for April 2020, or to hold face-to-face trainings with the target groups, which entailed particular limitations and shortcomings for the Project objectives. On the other hand, the pandemic has also provided new



opportunities for the Project in terms of paving the way for additional activities, particularly addressing the emerging needs of small enterprises under Output 2.7, as well as increasing the number of beneficiaries of the KIGEP under Output 2.4.

III. EVALUATION BACKGROUND

The evaluation has started with the consultation meetings organized with the Project Coordinator and the Monitoring and Evaluation (M&E) Officer on 22 February 2021, and with the Evaluation Manager of the ILO Office for Turkey on 23 February 2021, which involved discussions and exchange of ideas on the status of the project, its background and progress to-date in terms of its objectives, outcomes and outputs, available material to be shared with the consultant, the priority assessment questions, the available data sources and data collection instruments, as well as the roles and responsibilities of the assessment team, logistical arrangements and the outline of the final report. These were then reflected in the Inception Report, which was submitted in March 2021, and which outlined the methods, sources and procedures to be used for the evaluation, and provided a Work Plan and a Matrix of Evaluation Questions and Data Sources, as well as a tentative outline of the final evaluation report.

The conceptual framework for the evaluation is based on ILO's Results-Based Management (RBM) system and addresses the key OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact potential. The evaluation thus incorporates 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.

In addition to the OECD/DAC criteria, the evaluation also considers the lessons learned through the implementation of the Project, and identifies good practices to constitute important inputs for the upcoming Project activities and future interventions in the field. Furthermore, it specifically addresses the core ILO cross-cutting priorities, including gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development. The questions identified under these criteria have been presented in the Inception Report. In particular, the gender dimension is considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. Furthermore, the evaluation makes particular reference to the overall impact of the COVID-19 pandemic on the Project objectives and activities, as well as the mitigation measures adopted by the ILO Office as a response.

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 addition, it assesses the relevance and alignment of the Project with ILO Programme and Budget (P&B) 2020-2021 Outcomes, as well as the United Nations Development Cooperation Strategy (UNDCS) for Turkey 2016-2020, along with national strategies and priorities as set out in the 11th Development Plan of Turkey and the National Employment Strategy.

The evaluation complies with ILO evaluation policy guidelines and procedures, UN Evaluation Group (UNEG) norms and standards, and OECD/DAC criteria for evaluating development assistance. It follows ethical safeguards, as specified in UNEG Norms and Standards. 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. In accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"⁵, the gender dimension has been considered throughout the

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



methodology, deliverables and final report of the evaluation. The evaluation has also taken into account the impact of COVID-19 as specified in the 'Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation' document.⁶ On this basis, the evaluation formulates recommendations, identifies lessons learned as well as emerging good practices, in accordance with the templates as presented in EVAL's Checklist 4.2 on Preparing the Evaluation Report.

Purpose, Scope and Clients

It is expected that the evaluation results and recommendations will contribute for further project development to improve the labour market integration of refugees and host communities in Turkey. The purpose of the evaluation is to contribute to an understanding of what and how the ILO Office for Turkey contributed for better working and living conditions both for the refugees and the host communities, as well as the improvement of knowledge-base, employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. A particular emphasis is made on the overall impact of COVID-19, which affected almost the entire implementation period, on Project objectives and activities, as well as the mitigation measures taken by the ILO Office for Turkey as a response.

The scope of the evaluation encompasses all the activities and components of the Project for the period between January 2020 and May 2021, and up to the actual time of the mission.

The evaluation integrates gender equality, non-discrimination and international labour standards as cross-cutting concerns throughout its methodology and deliverables. It also places specific attention to the relevance of the Project to the ILO's programme framework, UNDCS and national development frameworks.

The evaluation of the Project is part of the Monitoring and Evaluation Plan of the ILO Regional Office for Europe and Central Asia and the midterm evaluation is envisaged in the PRODOC of the project. 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 refugees in the region, donor and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in the Project cities.

IV. EVALUATION METHODOLOGY

The evaluation applies mixed methods and is based on data collection from both objective and subjective sources, including Project documents, relevant ILO standards and guidelines, available data, research studies and surveys on the issue, as well as stakeholder consultations, including final beneficiaries. Both qualitative and quantitative approaches have been used in order to reach a full-fledged picture of the progress of the Project. A variety of sources have been used (data, perceptions and evidence) so as to allow the triangulation of findings in the area of promoting decent work opportunities for refugees and host communities in Turkey, where much of the data is qualitative and strongly interlinked with the perceptions and evaluations of relevant stakeholders. Therefore, in addition to the analysis of available data obtained through the examination of Project documents, in particular Progress Reports and Project Data, in-depth semi-structured interviews (via online platforms or telephone due to COVID-19 conditions, see below) have been conducted so as to enrich the qualitative perspective of the evaluation, increase the validity and reliability of the findings, and ensure a participatory process.

⁶ https://www.ilo.org/wcmsp5/groups/public/--ed_mas/--eval/documents/publication/wcms_744068.pdf



The evaluation has 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 dissemination process. This participatory approach aimed to efficiently incorporate the feedback of relevant stakeholders, who are directly involved in the interventions in the area, into the evaluation process. The participatory nature of the evaluation is expected to contribute to the sense of ownership among the external stakeholders of the Project, 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 has also examined the Theory of Change of the Project in the light of the intervention strategy and approach, including identified risks and assumptions, and in terms of the logical connection between the levels of results with a view to assessing how they contribute to SDGs and the ILO's strategic objectives at global and national levels.

Three phases have been identified for the evaluation process as follows:

- (1) **The inception phase** included a **desk review** of all project material shared with the consultant, including the Project Document, the first four quarterly progress reports, ILO's strategy document for Programme of Support for the Response to the Syrian Refugee Crisis in Turkey, the Evaluability Assessment of the Project, and project data as of February 2021. In addition, the evaluations of other ILO projects under the same Programme have also been reviewed, with a view to identifying the synergies and mutual contributions of all interventions on refugees and host communities implemented by ILO in Turkey. A detailed stakeholder analysis has also been conducted in this first phase, in collaboration with the Project Team at ILO Ankara Office, which has resulted in the full list of respondents provided for the evaluation. This phase has been completed with the submission and approval of the Inception Report in March 2021.
- (2) **The fieldwork phase** aimed to collect and analyze primary data, which has mainly been conducted via online means and, to a lesser extent, telephone, due to COVID-19 conditions. As indicated above, the evaluation aimed to collect and incorporate the views and recommendations of the Project partners and stakeholders, as well as the beneficiaries of the various activities. The list of stakeholders/beneficiaries provided by the Project Team included, along with the ILO staff responsible for the implementation of the different components of the Project, the following:
 - DG International Labour Force (DGILF, public partner)
 - Social Security Institution (SSI, public partner)
 - United Work (private sector partner)
 - Adana Metropolitan Municipality (local partner)
 - Cemre Women's Cooperative (NGO)
 - 2 external collaborators

In addition to this list, as it was agreed during the consultation meeting that contacting Project beneficiaries will be insightful in terms of assessing the efficiency and effectiveness of Project activities, a selected list of beneficiaries has also been provided by the Project Team. These include Kodluyoruz Association Bootcamp beneficiaries, ITC ILO training beneficiaries, and Meryem Women Cooperative beneficiaries. During the fieldwork phase, two additional stakeholders that were mostly pointed in the consultations were also found to be relevant to complement the views obtained and to further explore the Project's potential to open up new pathways for further interventions. On this basis, contacts from İstanbul Metropolitan Municipality and Kodluyoruz Association have been provided by the Project Team upon the request of the consultant. The final list of stakeholders interviewed can be found in Annex IV.



On this basis, online and in-depth semi-structured interviews have been conducted as the second stage of the evaluation process, with the project management/implementation team, partners and relevant stakeholders in Ankara and the selected implementation provinces of the Project (namely, İstanbul, Adana and Eskişehir), as well as with suggested beneficiaries.

A total of 16 interviews have been conducted with 17 key informants, including the Project management team, main public partners, stakeholders from the private sector and civil society, as well as external collaborators and trainers. In addition, 12 individual interviews have been conducted with the beneficiaries of the Kodluyoruz Association Bootcamps (4 respondents), ILO ITC Trainings (3 respondents), and Meryem Women Cooperative (5 respondents). All the interviews, with the exception of Meryem Women Cooperative beneficiaries, have been conducted via Zoom. With the Cooperative beneficiaries, telephone interviews have been conducted in line with the contact details provided by the main stakeholder responsible for this component, namely, Adana Metropolitan Municipality. The ILO ICT Training beneficiaries were contacted by the ILO Ankara Office, and Bootcamp beneficiaries were directly contacted by the Kodluyoruz Association, in both cases, with Zoom links provided to the consultant. The consultations were held between February and May 2021. Detailed notes were taken by the consultant during the interviews, which were then transcribed and analysed on the basis of the key evaluation criteria. While the interviews with key informants lasted between 1 to 2 hours, those with the beneficiaries lasted about 15 to 30 minutes, since a shorter questionnaire was used for this latter group.

Accordingly, the sample questionnaire (Annex V), formulated on the basis of the OECD/DAC criteria and other dimensions of the evaluation as mentioned in Section III above, has been adjusted to the different stakeholders on the basis of their roles and responsibilities in the Project. In particular, information on the design and implementation of specific activities, the most significant points of achievement / innovative aspects of the Project, its key challenges, weaknesses and main points of resistance, any unintended / unexpected outcomes / results, implications of the Project management and implementation structure, as well as the impact of COVID-19 on the objectives and activities of the Project have been sought with a view to grasping the full picture and issuing recommendations for the upcoming phase and further. Based on the analysis of the findings, the evaluation also provides practical recommendations with a view to improving the implementation of the Project and the design of future initiatives.

- (3) **A data analysis and reporting phase** that produced the final evaluation report. This phase also includes a Post-Data Collection Debriefing session with ILO Ankara Office to be organized upon the completion of the report 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 main deliverables of the evaluation are, therefore, (i) Inception Report (D1); (ii) Data Collection (D2); (iii) Draft Final Report (D3); and (iv) Final Report incorporating the feedback provided (D4).

Limitations

Due to the force majeure conditions regarding the COVID-19 pandemic and related health and security issues, the interviews have been conducted online via Zoom and telephone depending on the availability / accessibility of the respondents. While this was initially thought to have potential create trust and confidence problems as the subject matter is quite sensitive, the respondents have been cooperative and positive about the process.



The interviews on Zoom or telephone were not recorded and notes were taken by the consultant to ensure confidentiality and a relaxed atmosphere for the respondents.

Another limitation concerns the inability to use additional techniques that are proven to be effective in evaluation assignments. While Focus Group Discussions (FGDs) constitute a significant technique in terms of their potential to allow the evaluator to observe and assess the group interaction and mutual learning processes, these have been found to be quite challenging to be conducted via online platforms to yield the desired results under conditions imposed by COVID-19. In online settings, the quality and depth of the data to be obtained via such techniques would be limited by nature. In order to compensate for this, individual semi-structured interviews have been realized with all the respondents to obtain in-depth information. It should also be noted that, while the group interview method was initially considered for the beneficiaries of the Project activities, this was also not used with the consideration of time pressures, possible language barriers, and problems of access (as some of the respondents in this category preferred to be contacted via telephone).

A final limitation relates to the difficulties of reaching all the stakeholders involved in the Project, including those responsible for its implementation at different levels and geographic locations, as well as those who benefited from Project interventions. The Project has a wide variety of stakeholders and a large geographic scope of implementation, and due to the limitations of time and scope, only a selected number of parties have been consulted, on the basis of the stakeholder list provided by the Project Team. The evaluation could, in particular, have benefitted from consulting a wider range of stakeholders, including public and NGO representatives from all the provinces where the Project is being implemented. This is a significant factor which could potentially affect the results obtained through the evaluation. However, a special attention was paid to the representativeness of this sample, and within the limitations of time, a realistic selection of stakeholders was made to include their diversity, nature and extent of involvement in the Project.

V. EVALUATION CRITERIA AND QUESTIONS

The evaluation criteria, questions, indicators, data sources, data collection methods, stakeholders and analysis tools are summarized in the Table 1 below.

TABLE 1. MATRIX OF EVALUATION QUESTIONS AND DATA SOURCES

Question	Indicators	Data sources	Data collection method	Stakeholders	Analysis
Relevance	-Project objectives support global and national priorities -Project is in line with needs of constituents -Project design and intervention logic realistic/geared to achieve stated objectives	-Global and national policy documents (SDGs, UNDCS, National Development Plan, National Employment Strategy -Project document	-Desk review -Semi-structured interviews	-Project Team -Public partners -External collaborators	-Triangulation based on different sources -Analysis of project design and intervention logic
Effectiveness	-Project achieves successful progress towards objectives -COVID-19 impact minimized -Gender considerations are incorporated	-Project document -Progress reports -Project data -Project staff and stakeholders	-Desk review -Semi-structured interviews	-Project Team -Public, private and NGO partners -External collaborators -Beneficiaries	-Triangulation based on different sources



Efficiency	-Project resources are efficiently used -Management structure is appropriate -Efficient M&E and communication strategy	-Project document -Progress reports -Project staff and stakeholders	-Desk review -Semi-structured interviews	-Project Team -Public, private and NGO partners -External collaborators -Beneficiaries	-Triangulation based on different sources
Coherence	-Project's fit with other ILO interventions -Project's fit with interventions of public partners	-Project document -Evaluations of other projects under the same programme -Project staff and public stakeholders	-Desk review -Semi-structured interviews	-Project Team -Public partners -External collaborators	-Triangulation based on different sources
Sustainability/ Impact	-Level of ownership -Long-term effects	-Evaluations of other projects under the same programme -Project staff and stakeholders	-Desk review Semi-structured interviews	-Project Team -Public partners -External collaborators -Beneficiaries	-Triangulation based on different sources

VI. MAIN FINDINGS

This section presents the analysis of the evaluation on the basis of the review of the Project's main documents and stakeholder consultations. The findings are presented in line with the evaluation criteria, which have been grouped in order to improve clarity and consistency throughout the evaluation. For this purpose, the criteria of relevance and coherence, as well as those of impact and sustainability, are addressed together.

Relevance / Coherence

Project's fit with the context

The Project is a very timely and relevant action in relation to the international and national priorities in its field of intervention. To start with the international level, the Project has been planned along the lines of its contribution to the UN 2030 Agenda for SDGs from its design stage onwards. In this respect, and as stated in the Project Document, the Project is a direct intervention within the scope of SDG 8 "to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all." In particular, through its Outcomes 1 and 2, the Project contributes to SDG 8.3 on "promoting development-oriented policies that support productive activities, decent job creation," SDG 8.2 on "achieving higher levels of productivity of economies through diversification, technological upgrading and innovation," and SDG 8.8 on "protecting labour rights and promoting safe and secure working environments for all workers, including migrant workers, particularly women migrants." Outcome 3, moreover, is aligned with SDG 10 "to reduce inequalities in and among countries," and specifically its target 10.7 on "facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies."

The overall objectives of the Project are also in line with the ILO P&B 2020-2021, in particular its Outcome 7 on "Adequate and effective protection at work for all," with a specific reference to Output 7.5 on "increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to project migrant workers". The Project also provides direct support to the UN Development and Cooperation Strategy (UNDCS) 2016-2020 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. Also, the Project is aligned with UNDCS Outcome on Sustainable and Inclusive Economic Growth, stipulating that “impoverished, especially economically vulnerable, unemployed and under-employed and vulnerable people have increased access to sustainable livelihoods, safe and decent employment, and income opportunities” and the one on Social Development targeting, “improved, equitable access, availability and utilization of quality basic social services for all people, particularly for vulnerable people” by 2022.

At the national level, the Project is aligned with the 11th Development Plan (2019-2023) of Turkey under related measures referring to employment and working life, as well as international migration. Particularly, the emphasis of the Development Plan on ensuring an international migration management that is compliant with human rights, decent, safe, regular and data-based is supported by the Project, along with a highlight on actions for refugees under temporary protection and international migrants, including the provision of Turkish language skills, adaptation of refugees to social life, improving access to education, strengthening institutional structure of migration management and improving inter-agency coordination to ensure evidence-based policy making and service provision. Further, the Project provides a direct contribution to the achievement of the targets of the National Employment Strategy (2014-2023), which is geared towards developing policies providing equal opportunities to all and preventing discrimination, as well as protecting workers and promoting social dialogue.

Coherence with other interventions

The Project reflects the ILO’s general commitment to promote access of refugee and host communities to decent work opportunities, inclusive employment creation and equality of treatment and opportunities for these groups, as set out in the “Guiding principles on the access of refugees and other forcibly displaced persons to the labour market” adopted in 2016 as a set of voluntary principles rooted in international labour standards and universal human rights instruments. The guiding principles underline the importance of comprehensive governance frameworks on access to labour markets, economic and employment policies for inclusive labour markets, labour rights and equality of opportunity and treatment, as well as partnership, coordination and coherence, which form the basis of the interventions carried out under the Project.

The Project is designed on the basis of the five-year Programme of Support for the Response to the Refugee Crisis in Turkey 2017-2021, which also forms the basis of its 3 components / outcomes. The Programme aims to strengthen the labour market and business environment in Turkey through the stimulation of decent work opportunities, inclusive socio-economic growth, and the reinforcement of governance systems and structures. Since 2015, the ILO in Turkey has been executing an integrated Refugee Response Programme under the Programme of Support, promoting Syrian refugees’ access to decent work opportunities. The Programme has expanded to incorporate non-Syrian refugees since 2017, and involves short- and medium-term employment-rich measures to be implemented within the framework of Turkey’s overall response and the Turkey chapter of the Regional Refugee Resilience Plan (3RP), which is a significant initiative to support the government to strengthen the resilience and self-reliance of refugees. The ILO is part of this coordinated response by actively participating in the 3RP Syria Task Force and the Livelihoods Working Group, and plays a vital role in supporting the government and social partners to manage the increased pressure on the labour market and promote access to decent work for both refugees and host communities, in line with its general mission. The Agency participates in monthly meetings, which provide an effective platform for UN Agencies to exchange information and experience, and enhance the synergies between interventions.



Prior to the current Project, ILO has implemented five projects under the Refugee Response Programme, targeting Syrian and non-Syrian refugees. Currently, as stated in the 4th Quarterly Report, two more projects are being implemented, namely, “Promoting Decent Work for Syrians Under Temporary Protection and Turkish Citizens” (funded by KFW) and “Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Turkey” (funded by EU). These two projects also create significant synergies with the Project under evaluation, enhancing the overall efficiency of the ILO actions targeting refugees.

The Project, as indicated above, merged two of the on-going interventions under this Programme, namely, “Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey”, (2017-2019), and “Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey, (2017-2019),” Projects, with the aim to operate more inclusively and to boost synergies between the two interventions, as well as to scale up the impact of accumulated ILO experience and knowledge in the field of promotion of inclusive job and decent work opportunities for both refugee communities and host community members in Turkey. As such, the Project fits very well the ILO portfolio in Turkey, and is a direct effort to create synergies with other projects under the same Programme. Furthermore, it also fits well with the existing priorities and interventions of its partners, mainly DGILF, but also its local and provincial partners, aiming to promote the labour market integration of the target groups and social cohesion with the host society.

The initiatives put forward by the Project are complementary with other ILO projects, and are strongly built on the lessons learned through previous phases of PRM funding. A significant example concerns the establishment of women’s cooperatives, with the aim not only to promote women’s economic empowerment, but also to enhance solidarity and social cohesion between refugee and host communities. In this respect, the establishment of Sada Women’s Cooperative in Gaziantep in collaboration with UN Women in 2019 is a major example that has inspired the current cooperative initiatives and provided important lessons that the current Project has benefitted from, and is an important illustrator of the coherence with other ILO projects.

Implications of the project design / intervention logic:

The design and intervention logic of the Project is well geared towards achieving its stated objectives. The objectives / outcomes of the Project are designed on the basis of the three priorities / components of the Programme of Support, and have proven to be effective in addressing the priorities with respect to the target groups in an integrated and holistic manner, on the supply and demand sides, as well as at the level of institutional capacities and mechanisms. All activities / outputs are designed in a coherent intervention logic along the lines of the three components, and are strongly built on ILO experience in the field. An important aspect of the Project is its strong basis in previous interventions and lessons learned, which increases the coherence and relevance of its objectives and activities, building on the ILO’s extensive experience, know-how and network in the field.

The Project is also based on a strong awareness and experience of the ILO Office for Turkey on the needs of the target groups, which are mainly conceived as groups which particularly need training and upskilling. These include the youth (which have become a major focus of the Project, as a rather unexpected consequence, see below), who are ready to actively participate in the labour market but who have not yet entered the labour force; women, who need additional support measures to enter the labour market; as well as refugee and host community members who are already in the labour force, including refugees who came to Turkey with an accumulated occupational experience, those who have never worked before, and more generally, individuals at a working age. The training needs have been identified in close cooperation with local partners, in line with the needs and priorities of the provinces, consulting the databases of local chambers of commerce and industry, ISKUR reports, etc. Such close partnerships with local actors and gearing the trainings towards the



actual local needs provide an added value for the Project, and allows it to effectively respond to the needs of the constituents.

Effectiveness

Progress towards objectives

The Project presents a consolidated effort building on all the previous cycles of PRM support, and acting on the basis of lessons learned in this respect. As mentioned above, its three outcomes are designed in a way to reflect the three main pillars of ILO action on refugees and host communities in Turkey in line with the priorities and needs it identified under its Programme of Support. The progress towards objectives under the three outcomes are mainly driven through the specific outputs/activities implemented, which are quite high in numbers and diverse in their scope, and which therefore make an overall assessment of effectiveness difficult, if not impossible. Furthermore, it is important to underline that while significant progress has been achieved towards the achievement of the general objectives/outcomes of the Project, almost all activities have been impacted on by COVID-19, which further challenges the assessment of overall effectiveness, and requires paying attention to what happened at the level of activities, i.e., what was revised, for what purpose, and how this affected the overall performance of the Project. This part, therefore, focuses on general progress towards the objectives of the Project, as defined in its three respective Outcomes, and draws on the analysis of progress achieved in individual outputs/activities added as Annex VII to this report.

Outcome 1, focusing on strengthening the employability of refugees and host community members as well as their resilience in the labour market through skills development trainings, consists of skills-development trainings (including on-the-job training, Turkish language courses, basic labour market skills training and vocational training, along with public employment services and active labour market programmes), the apprenticeship programme, and the workplace adaptation programme (WAP). While all three components of the Outcome have had to be revised under the conditions imposed by the pandemic as online programmes, the second had to be suspended until the end of the force majeure situation, and appears to have lost some of its significance due to the launch of a specific relevant intervention by other international actors (see Annex VII), and the original targets in these components had to be reduced almost by half. It should be noted that the revision of the skills-development interventions has also provided important openings for the ILO to expand its expertise in the development and delivery of online training modules for refugees, particularly in the area of software development technologies, as well as its partnership base by including new and innovative collaboration possibilities, particularly with Istanbul Metropolitan Municipality and Kodluyoruz Association. The establishment of a digital learning management system (LMS), and plans for further interventions on this basis, including an upskilling training programme targeting women in the customer services sector and training courses on advanced digital skills for the youth are important steps in this respect. Still, the revisions necessitated by the pandemic also entail important shortcomings, including difficulties of collaboration with local partners, and problems in reaching the most vulnerable and in-need members of the target groups. While the apprenticeship programme has been stated by the respondents as the output which has been most affected and interrupted by the pandemic, only one session of the WAP trainings has been realized so far. Still, it should be noted that the ILO has been in an effort to implement the majority of the activities, at least focusing on certain aspects, during the pandemic. For instance, under this Outcome, a research study has been conducted on what the young people neither in employment nor in education (NEET) is doing during the pandemic (see below). The overall progress towards objectives under this Outcome has, therefore, been fragmented due to the pandemic conditions, but effective revisions of most activities and addition of new ones, mainly due to the skillful management of the Project Team, has implied new openings and areas of expertise and collaboration for the ILO to be further explored in the upcoming phase.



Outcome 2 focuses on the promotion of an enabling environment for business development and economic growth to generate more and better entrepreneurship and formal job opportunities for refugees and host communities. This Outcome has originally consisted of six major outputs/activities, which were then expanded to seven to adjust to pandemic conditions, including entrepreneurship trainings, formalization supports for enterprises, capacity-building trainings for SMEs on productivity and sustainability, employer incentive programmes such as KIGEP Plus and KIKA, support for women's cooperatives, and the development of pilot programmes on green economy targeting refugees and host communities. A further component was added to this Outcome in the course of the pandemic, consisting of the provision of financial assistance to small enterprises with 1-5 employees owned by refugees and host community members to increase their resilience against the impacts of COVID-19 on their businesses. Again, the majority of activities under this Outcome had to be revised, re-designed in online format or suspended, and their original targets had to be decreased, in the face of the pandemic. Still, significant steps have been taken in order to compensate for these shortcomings and making the best use out of the available resources, including the expansion of activities to cover non-Syrian refugees and/or larger numbers of target groups (i.e., Kayda Değer Programme, KIGEP Plus, KIKA, etc.), the development of online training and mentorship schemes for refugee-owned enterprises, adjusting the productive activities of women's cooperatives to newly emerging needs under COVID-19 such as mask and shield production, development of online solutions for capacity-building initiatives targeting women's cooperatives, as well as identification of new areas of expansion for green job-related pilot programmes (see Annex VII for details). A major achievement has been the decision to transfer the budget allocated for some of these activities, particularly those concerning entrepreneurship supports, to address the emerging urgent needs implied by the pandemic, and a totally new output has been created to provide financial support for local small businesses in the hardest-hit sectors. Overall, the progress towards this Outcome has also been significantly affected by the pandemic, but the development of new and innovative solutions provides important ground for expanding the impact of the Project and opening of further fields of expertise and action that will be worth pursuing in the upcoming phases.

Outcome 3 concerns the strengthening of labour market institutions and mechanisms to improve governance and implementation of inclusive labour market policies protecting the rights at work of refugees and host communities, and consists of a large number of outputs/activities, scattered through a diverse range of capacity-building initiatives. These include tailored trainings (i.e. ITC-ILO training programmes); capacity-building on data collection and analysis; capacity-building for relevant stakeholders including public institutions, the judiciary, inspection/audit personnel, certified accountants, chambers of commerce and industry; awareness-raising and campaign activities (i.e., on occupational safety and health, promoting working conditions of workers within supply chains, and labour rights and access to labour market); knowledge and experience sharing activities among governmental institutions (Turkey and Colombia); and assessment studies to increase knowledge and data-base. As in the other two Outcomes, almost all activities under this Outcome have been affected by the pandemic, including revisions, delays and cancellations, and their originally set targets had to be considerably decreased, almost by half in certain cases. A further constraint on this outcome has been that the potential for activities foreseen for government institutions and other partners to be transferred to online platforms has been more limited due to the insistence of the partners to continue with face-to-face trainings, which has further challenged the progress under this Outcome (see Annex VII for details). Still, the reduction of original targets and face-to-face activities has also provided an opportunity for transferring their respective budgets to newly emerging needs and activities in the context of the pandemic. Another opportunity was to expand the content of certain activities to include new topics such as the impact of COVID-19 on the labour market.

Overall, the Project's progress towards objectives has been significantly affected by the COVID-19 pandemic and related restrictions on travels, meetings and face-to-face activities. Almost all activities, albeit to varying extents, have had to be revised, re-considered and re-designed, with originally established targets having to be significantly reduced and resources transferred to newly emerging priorities. Still, the skillful management



of the Project and quick reactions to the needs of the pandemic entailed new openings for the Project, either in the form expanding to new areas, targeting additional beneficiaries/partners, and finding innovative solutions not to hamper the objectives. The details about the progress in individual outputs/activities can be further examined in Annex VII.

Factors promoting the achievement of objectives

PRM as the Donor is unique in terms of its flexibility concerning the activities and budget, which can be adjusted according to changing conditions as long as they serve to attain the designed objectives. The Project Document required by the Donor allows for open formulation of activities and ease in the use of budget for related activities. For instance, the study on refugee and host community NEET was made possible within Output 1.1 as face-to-face trainings were hindered by the pandemic. This was an important study as it revealed the need for working on youth employment, which is likely to shape the activities in the upcoming phase. A similar point can be made for the addition of Output 2.7 during the Project implementation, as the need was perceived to provide support for small enterprises during the pandemic, with budget allocation from activities that were most at risk. The donor is therefore considered to be open and flexible, quick to respond to emerging needs, and supportive for risk management.

Another, closely related, point that comes to the fore is that the Project in itself is considered as **open to learning and adaptable** to emerging and changing demands from the Project Team and stakeholders. It enables ILO to respond to emerging demands and needs, which were unforeseen during the design stage and which require immediate response during implementation. This is important as it serves to build trust between the ILO and its partners, as well as between the ILO and the Donor.

Another significant point in the PRM-funded projects is that they are based on **organizational learning**, which has positive implications for promoting the sustainability of interventions. Each successive phase of the Project was built upon the previous one, improving the outlook of the Project Team, revising activities, and addressing gaps based on experience and accumulated knowledge. In this way, more innovative and in-depth elements, expanding previous interventions towards new directions, have been added through each successive stage. The learning aspect of the Project is also underlined by main partners as a significant added value. An important advantage of ILO Turkey Office is the active involvement of the team in the whole project cycle, from design to implementation. This allows for a more integrated and holistic outlook, as illustrated by the Project, merging two previous interventions supported by the same Donor to explore the synergies created and build on their successful achievements.

A further important factor that lies behind the success of the Project concerns the **partnership strategy** of ILO, which is underlined as an added value of the Agency. ILO distinguishes itself from other UN Agencies with the value it places on 'partnerships.' The Agency positions itself as an 'equal partner' with stakeholders – which is also acknowledged and praised by the majority of its partners – and works closely with partners and experts knowing the local context. This proves to be effective in achieving the objectives through joint work and mutual learning processes. The internal respondents emphasize that the main objective of ILO in these interventions is to promote the capacity and ownership of the partners, so that they see this as their own responsibility, which is a key element for sustainability. External respondents, on the other hand, emphasize the fast and effective response of ILO, compared to other development partners, as well as their accessibility and friendly attitude.

A related factor concerns the **accessibility of the Project Team and value attributed to ILO** in the eyes of the partners, which is emphasized throughout most of the interviews. This is part of the general ILO attitude mentioned above to pursue a strong and close relationship to its partners and stakeholders. The Project Team appears to have internalized the process, and feel as part of it, so that they are eager to be accessible through



all means and to respond immediately to the demands and enquiries of the partners. A mutual trust and understanding has been established, which facilitates collaboration and thus progress towards objectives. The professional attitude of the Agency and the respect it gets as the 'main International Organization' in this field, with a vast experience and accumulated know-how, is also underlined by almost all the stakeholders. It has been underlined by some respondents that ILO also holds significant expertise and academic outlook, working as both an international organization and a research center, producing valuable publications and setting the agenda in issues under its mandate.

Factors risking the achievement of objectives

Short duration of PRM projects is a key factor that imposes particular challenges for project implementation. The Project was originally agreed for a period of 20 months, and has recently been extended to 24 months. However, this is a significantly limited period for a project with such ambitious and diverse activities and objectives, particularly considering the fact that the first quarter usually needs to be allocated to planning of activities, partners, provinces, as well as human resources arrangements and internal procedures such as contracting and approval processes from both the Country Office and HQ. There are also external factors such as national holidays, Ramadan, summer vacations, etc., which place particular challenges in terms of reaching stakeholders and beneficiaries. On top of this, the Project has specifically been challenged by the pandemic, which implied significant delays and cancellations in all its components. A more realistic and longer-term planning is needed in this respect, perhaps also involving fewer activities, which would also facilitate the contracting processes with the partners and stakeholders. While the durations of the PRM projects have been gradually extended over time based on previous experience, even 24 months is considerably challenging to successfully complete the comprehensive scope and implementation of the Project.

Another key factor has been the **difficulty to conduct site visits and fieldwork**, which underpinned all previous similar ILO interventions with the stakeholders and target groups. The travel restrictions imposed by the pandemic, and the consequent lack of direct contact with partners, implied important changes for the field aspect of the intervention, which has also led to the inability of pursuing the originally planned activities in some Project provinces. On the other hand, it is important to note that the Project Team has put significant effort to continue an effective M&E process through the use of online methods, and ensured online meetings were regularly held with local partners.

Long bureaucratic procedures and problems of ownership of public stakeholders appear as another important factor slowing down the progress, and has implied particular challenges for the newly-added Output 2.7 on financial support to enterprises to promote their resilience under COVID-19 conditions. While this was, and still is, an urgent need, and important budget re-allocations have already been made for this purpose, the approval processes in the MoLSS for the output delivery have taken a long time. This is also affecting other Outputs, in that long delays in approval processes have negative impacts on activities. As indicated by relevant stakeholders, this might be related to a lack of ownership on the side of partners of Project objectives and lack of a feeling of responsibility for the activities. This is exacerbated by the strict hierarchical organization within public institutions, whereby approvals and procedures for certain issues are expected from higher ranks, and the responsibility is easily transferred to these levels or to the ILO itself. The progress, therefore, depends on individual contacts in these organizations, and their ability to take initiatives, rather than on institutional collaboration.

On the other hand, it is also important to note that DGILF appears to have changed their strategy with their own will in this particular phase of the Project, from 'equal partnership' towards a more **instrumental outlook**, contributing to 'activities where their support is required.' While this might have also been caused by changing priorities and increasing workload of public institutions amidst the pandemic, it was also expressed that the Project activities, in the 4th cycle of PRM support, 'were not designed together but were sent for feedback to



update the proposal,' and that they are willing to be considered as full and equal partners, rather than a partner among others, to be involved across all the stages of implementation and all activities, as well as M&E processes. On the other hand, it is important to underline that their contribution was sought across all the stages, including the design of the Project, within the implementation modality of PRM support, which does not entail direct 'Project Beneficiaries' as in projects supported by other international actors. In this respect, the main Project partner has been involved in all the previous phases of the PRM support, and the ILO has been placing significant attention to reflect their priorities and needs in the project design. To note that, the team attends the ILOs monthly coordination meetings with DGILF to inform them regarding the progress achieved in the project which could be interpreted that DGILF has full engagement in the project implementation.

Another constraining factor appears as the **problems of communication among and within the three Outcomes**. While there appears to be significant linkages between Outcomes 1 and 2 in particular, mainly concerning training and entrepreneurship activities, the Project is too large in its scope and has many outputs and activities, which appear to be difficult to manage in the limited time frame of the PRM. Certainly, the impact of COVID-19 needs to be acknowledged in this respect, as it has also implied changing working conditions for ILO Project staff themselves, who mainly shifted to a home-based working pattern. While weekly meetings are ensured to promote coordination among the Project Team and allow monitoring of the progress, the lack of day-to-day contact appears among the team members to have interrupted continuous communication and exchange of ideas among the Project staff. Several staff members have noted that the three Outcomes occasionally operate like independent projects, with their own responsible officers who are mainly concerned with ensuring the smooth operation of their own components amidst the pandemic conditions. The possibilities for communication thus remain limited due to the pressing need for day-to-day management requiring urgent action. The relevant Project staff appear to have limited information on the progress of other components in an integrated perspective.

Another important factor slowing down the progress concerns **lack of effective communication channels among partners**, to promote mutual learning and avoid duplication of efforts. It is underlined that there are important gaps in terms of knowing, particularly among the local partners, who is in charge of which activity. Sometimes, they pursue similar activities, such as training programmes in the same field, and they lack the capacity (i.e., a common database) to follow up, for example, who is attending these programmes. The same participants may attend multiple training programmes to earn the pocket money, which also negatively affects efficient use of resources. The lack of communication among partners at the local level also appears as a significant gap in terms of promoting best practices, ways to solve similar problems, and creating a common culture. However, it shall be noted that these gaps should be addressed by the Livelihood Working Group under 3RP which leads to a coordination and information sharing within the UN agencies and INGOS to a certain extent.

Implications of COVID-19

The pandemic has had major implications for the Project, as it covered almost the entire implementation period. For this reason, the evaluation pays specific attention to the impact of the pandemic, which requires the treatment of the issue as a specific factor of its own. Certainly, had the pandemic not occurred, the Project would have recorded much more progress towards achieving its objectives. It is emphasized by the relevant stakeholders that, as most of the targets and indicators have been decreased due to the pandemic, there will be no major problems in attaining the quantitative objectives. On the other hand, the quality of interventions, and their ability to effectively reach the objectives, is another aspect which requires further consideration in the upcoming phase. What is important to underline, however, is that COVID-19 has so far had not only negative implications, but it has also created important opportunities and openings for the Project, mainly thanks to the remarkable efforts of the Project Team, which is also acknowledged by the main partners.



To start with the negative side, it was certainly the first and major factor risking the achievement of the Project objectives, as it almost entirely coincided with the lifetime of the Project. While the first three months were allocated to team meetings for the planning of activities and identification of partners across the provinces, and the ground was prepared for the fieldwork by March-April 2020, the pandemic required major changes in the plans, and a re-working of activities and partners to collaborate under these conditions, which led to a significant **loss of time** for the Project Team.

Furthermore, the pandemic necessitated significant **delays, cancellations and revisions** across almost all the Project activities. As of the mid-term evaluation of the Project, there appears to be almost no activity which has not been affected by the pandemic and the force majeure conditions created by it. This has also required a whole new series of efforts in terms of, i.e., re-consideration of partners, identifying possible new partners, formulation of new implementation agreements, new planning processes, follow up of implementation, reporting, payment processes with individual partners, etc. A large number of activities had to decrease their original targets, and online solutions, particularly for training activities, have implied significant challenges considering the needs and capabilities of the target groups.

The pandemic also implied important **delays and interruptions for the partners** and stakeholders, particularly the public partners, as it increased their workload and imposed new priorities and urgent needs to address. Certain activities, such as those under Outputs 2.2, 2.4 and 3.4 have been delayed also due to lockdowns and restricted working arrangements, particularly at the local level and concerning public offices in charge of work permits, workplace audits, tax transactions, labour inspections, etc.

The change in the content and modality of the trainings, furthermore, has also implied that the training activities would not **effectively reach the originally envisaged target groups**, particularly under the first two components, but by nature appeal to a more educated and high-skilled group, who would be able to participate in online trainings, and who would therefore have a certain degree of digital literacy and IT skills, as well as technological equipment. This is because the majority of the trainings were originally planned to address the skills needs of would-be employees in the industrial and agricultural sectors, but they have had to shift their emphasis towards digital technologies. On the other hand, it has also been underlined that online trainings have also provided a significant flexibility in responding to the demands coming from various stakeholders and provinces that were not originally included in the Project, thereby reaching out to wider sections. As for the third component, online trainings have constituted a major shortcoming, since most of the public institutions express reluctance for those and insist for face-to-face solutions, which leads to particular delays and uncertainties.

A further limitation of the pandemic has been on the **M&E process**. As the Project has an extensive scope and is based on partnerships with a variety of actors across a variety of locations, the M&E of activities, which was previously based on regular site visits and face-to-face contact with stakeholders and beneficiaries, has faced particular challenges under the travel and meeting restrictions imposed by the pandemic. While the Project Team envisaged innovative solutions for this, including video-calls and online meetings with partners, as well as online focus group discussions with beneficiaries, these processes entail significant limitations compared to face-to-face on-site visits, which gives the possibility to directly observe the circumstances, engage in hands-on experience in the field with stakeholders and beneficiaries, and notice much more easily and effectively any problems in implementation.

As an unexpected external factor, however, the pandemic does not imply that the Project has compromised its overall objectives and targets, and the Project Team has displayed a strong and effective **risk-management capacity** to compensate for the losses, consider alternative modalities of implementation, as well as develop innovative solutions to deploy the Project resources for emerging and urgent needs of the target groups and partners. Thus, while COVID-19 appears as a key factor that hinders the achievement of objectives, it has also entailed a significant positive impact for the Project, mainly thanks to the experience and know-how of the Project Team.



The first point to be underlined in this respect is that the **Project resources were successfully re-allocated** from trainings – which required time to be re-formulated in digital platforms, and which were likely to lose their impact in online format – to activities such as KIGEP, which serve their objectives very well, and which are not likely to be affected by the pandemic due to the increasing problems and difficulties in the labour market exacerbated by the restrictions associated with COVID-19. As this was also considered to provide economic contributions to employers under these difficult circumstances, the targets for this activity were significantly increased. A second important change concerned the addition of Output 2.7 on the provision of micro-credit support to small enterprises, the details of which have been addressed in the previous section. These changes were possible, and they have proved to be effective, as the Project Team noticed the risks at an early stage and was able to take the necessary measures.

Another important initiative that has been triggered through the pandemic is the **increasing focus of ILO on online training**, which is currently being developed. While not directly funded by this Project, the establishment of the digital learning initiative, ILO Academy (<https://iloakademi.org>), which will be open to all stakeholders, including refugees, has been an important step to develop the capacity and specialization of the Agency in this much-needed direction. The increasing importance of digital skills requires the access of a much wider population to these platforms as part of lifelong learning initiatives. The platform is planned to be used in the remaining phase of the Project, mainly with the incorporation of the Basic Labour Market Training module, and for the trainings planned with the IMM.

It is important to underline that the impact of the pandemic was quite harsh at the beginning, in terms of all the processes relating to the Project, from relations with partners to execution of activities, as well as those concerning the labour market and increased difficulties faced by the target groups and partners in this respect. These risks and adverse effects have now been mitigated to a large extent, again due to learning that has taken place, as well as the gradual development of coping strategies by both the Project Team, the partners and stakeholders, and the society at large.

Efficiency

With respect to cost effectiveness, the Project Document states that the budget of the Project builds on the synergies to be established with other projects implemented by ILO Office for Turkey, as well as ensuring local and national resource mobilization in Turkey. Ongoing collaboration with various partners on the ground is important to support broader availability of premises/venues for trainings without a major cost implication. In addition, the constituents have also been mobilizing their human resources for the project activities to be carried out efficiently and effectively.

The Project budget has been efficiently used during the period under evaluation, despite the implications of the COVID-19 pandemic which necessitated a revision of almost all activities as indicated above. The budget decisions to transfer the available funds to urgent needs and priorities and to change the format from face-to-face to online platforms have meant that the originally approved budget had to be re-considered, but efficiently deployed in order not to compromise the Project's progress. While significant funds are spent in Turkey for refugees and internationally displaced communities by other national and international bodies, the ILO contribution in this field can be considered as unique in terms of focusing on the promotion of decent work opportunities for the target groups, and enhancing the capacity of governmental institutions and other stakeholders in responding to the labour market needs of these groups. Particularly in the context of the pandemic, the Project has been quite strong in identifying new and pressing areas, and channeling its resources to urgent needs, thereby providing significant and unique openings for upcoming interventions concerning refugees. It would be important, however, to continue these efforts and explore these new paths further, particularly in terms of digital learning platforms, skills-development efforts in software and digital



technologies, activities to promote inclusive cooperatives and green-job initiatives, as particular strengths and know-how of the ILO, rather than going back to the provision of face-to-face language and vocational trainings for the target groups once the pandemic is over, since the latter is also provided by many international organizations, has the potential for significant overlaps and repetitions, and therefore does not constitute a unique contribution by the ILO.

An important problem concerning efficiency has been the exchange rate of USD during the Project cycle, which implies problems in terms of the total use of the budget. It has been underlined that the currency fluctuations have led to problems in spending the whole of the budget, whereby only 70-75% of it can be effectively allocated. Also, home-based working practices of the Project staff, necessitated due to COVID-19 measures, is another factor which constrains the use of the resources allocated for the Project.

The long internal procedures of ILO, concerning contracting, approval and other bureaucratic and administrative processes, appears as another factor that might slow down the efficiency of the resources, while these are also emphasized to increase the quality of the outputs.

Management implications

The Project has an efficient management strategy, whereby the Senior Project Coordinator closely follows all activities together with the officer responsible for each activity / output, and provides inputs and directions for the activities developed, along with technical support and follow up of administrative procedures. The management strategy also allows for close relationships and contacts with main partners and stakeholders. For instance, the monthly coordination meeting with the DGILF as the main partner allows an effective exchange of information on recent developments and future plans concerning the Project, and serves as a continuous platform for updates and discussions, which is also found to be very useful by the partner.

On the other hand, it has been emphasized by other partners that the monthly Stakeholders' meetings have been interrupted due to the pandemic, while they were crucial to exchange information on the progress of the Project.

M&E framework

The Project's M&E strategy is highly efficient to ensure a regular and continuous follow up of activities. It rests on four main elements. First, the Performance Monitoring Framework (PMF) outlines indicators to measure the extent to which the Project has achieved its objectives and expected results; and identifies the timing and forms of measurements and collection of baseline data, actors responsible for data collection and analysis, data sources to be used for monitoring, areas with information gaps, and communication of the monitoring results. Second, the annual Project Work Plans with budgets aim to provide a concrete framework for monitoring the activities and results, and identifying key actions to track progress (such as meetings with partners and stakeholders, reviews of reports). Third, the Project has undergone an evaluability assessment during its first year, and both mid-term and final independent evaluations are foreseen to assess the achievement of the results and impact of the project in line with the ILO Evaluation Policy.

The final aspect of the M&E strategy consists of the Project Steering Committee (SC), which was originally planned to be co-chaired by ILO and DGILF, and include members from project partners and beneficiaries. Under the pandemic conditions, the SC was revised as Stakeholders' Meetings to be regularly held twice a year with all stakeholders in order to discuss the progress of the Project, as well as its future planning, by involving all Project partners. The first of these meetings took place in January 2021 with the co-chairing of ILO and DGILF in participation of the Project Team, the Donor and the partners, while the second one in the year 2020 had to be postponed in line with the demand of the Project partners.



While the limitations of the M&E structure, particularly in the context of COVID-19, have been addressed in detail above, an important aspect of M&E that needs to be placed more emphasis is the communication between the Donor and the Project Team. It has been underlined by almost all the respondents that the Project is flexible and quick to respond to emerging needs. An effective monitoring mechanism is in place between the Donor and the Senior Project staff, in the form of regular two-monthly meetings in order to receive feedback on the progress, and the outcomes of these meetings can be better disseminated across the entire Project Team. Particularly under the conditions imposed by the pandemic, requiring numerous adjustments and revisions to the original Project Document, this can be an important element to be developed in the upcoming phase, as regular feedback by the Donor can be useful for the Project Team to evaluate their performance.

Communication strategy

The communication strategy of the Project was designed in the first quarter of implementation, and aims to raise the awareness of the Project's specific audiences on the reasons for the action, as well as the results and the impact of the Project. It is envisaged as an indispensable part of the Project and as a critical tool to promote its objectives for all stakeholders involved. The communication strategy in this project is built on five main aspects:

1. To improve stakeholders' understanding of the issues and to develop awareness among the target group on the actions carried out.
2. To communicate the positive side of the refugees' integration to Turkish economy and society.
3. To improve stakeholders' understanding of the importance of apprenticeship as a tool of fighting child labour and empowering youth.
4. To facilitate the engagement and participation of the target groups to registered employment, registered entrepreneurship and apprenticeship programs.
5. To promote gender equality and equal opportunities for women and young girls.

It is stated in the Project Document that the communication strategy is an essential component of the Project. While an effective strategy has been developed at the design stage, the communication and visibility aspect has not been at the forefront, most likely due to the political and social sensitivity of the issue. While the difficulties in promoting external communication and visibility is understandable and is skillfully managed by the Project Team, it would be important to note that the internal communication strategy needs to place more emphasis on diversity issues, including disability, as well as on social cohesion among refugees and host communities. It would also benefit from reflecting the activities in a more integrated manner, particularly those that have gained a particular ground during the pandemic, such as the support to small enterprises and KIGEP.

Impact/Sustainability

The Project, through its capacity-building activities, aims to strengthen public institutions in charge of active labour market programmes in terms of delivering quality public employment services tailored to the needs of the refugees and host communities. It is stated in the Project Document that the Project's objective is to contribute to the transition from short-term livelihood measures to medium to long-term sustainable livelihood interventions for refugees and host communities in cooperation with central and local partners. The capacity-building focus of the Project aims to promote the labour market actors' ownership of Project objectives, and to enable them to provide tailor-made services. The sustainability of the Project, therefore, strongly depends on the ownership of the partners and stakeholders, as they are the ones who are both



responsible for, and to benefit from, the consolidation of a fruitful ground for the continuation of activities to empower the target groups of the Project.

Another important element of sustainability concerns the Project's aim to support long-term formal employment beyond its lifetime. As stated in the Project Document, through its activities focusing on strengthening national and local labour market institutions, the response capacity of the Turkish government's relevant bodies to deal with the labour market integration of refugees will be strengthened. It is underlined that the DGILF, as the main collaborating partner of the Project, has recruited more than 50 experts and assistant experts, and other stakeholders such as ISKUR, SSI and DGMM also have a growing human resource portfolio, which would be important in terms of promoting the ownership of these institutions and thus sustaining the Project outcomes.

Moreover, certain initiatives of the Project are crucial in terms of promoting sustainability. Among the most important of these concerns the establishment of Meryem Women's Cooperative, towards which the main stakeholder in this activity, Adana Metropolitan Municipality, shows a strong ownership through the provision of in-kind contributions of staff, utilities, land and premises, as well as one of its own staff a seat in the cooperative management. All these elements are significant to enable the sustainability of the cooperative beyond the support of the ILO, and most of the income generated via cooperative activities will be utilized as investment for further interventions in suitable areas, as confirmed by the interviews with cooperative beneficiaries.

Still, the impact and sustainability issues need to be conceived in a longer-term perspective, particularly because the interventions focus on refugees, which is the group that is the easiest and fastest to be discarded in times of crisis. While all efforts are made to increase the formal employment of the target group, this constitutes a significant shortcoming for sustainability. In this respect, conducting an impact analysis appears to be important in order to follow-up the effects of formalization supports and incentive schemes like KIGEP Plus, as well as training schemes under the capacity-building component. Another important point that the interviews have revealed concerns the importance of resources allocated in this respect, as job placement and formalization incentives are closely related to the available budget. The continuation of this activity, and allocation of sufficient funds for this purpose, are therefore important elements in the current context, before expecting the sustainability of interventions in this specific area.

Nevertheless, increased awareness among partners and stakeholders is a significant added value of the PRM support, which reached an important level during this Project in that the resistance towards refugees at the societal level appears to have been overcome to a great extent. While this was an important factor in previous interventions, almost no respondents expressed a concern with this aspect during the interviews, which shows the transformation that has been occurring in the field, and the awareness created across the constituents through the successive stages of implementation.

Gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development

In terms of **gender equality and non-discrimination**, the Project builds on a carefully conducted gender analysis from the design stage onwards, detailing the profile and needs of women refugees, also adopting a wider diversity perspective. The Project Document sets the target of 30 percent of the project's final beneficiaries to be women, and to include women in all stages of interventions, from planning to implementation, in order to achieve this aim. It commits itself to take proactive measures to include women into training programmes, to plan specific vocational training for women, and to increase the formal employment of women. It is also important to note that the Project Document also foresees positive measures



to facilitate women's participation in training through childcare support services, as well as to support women's easy access and transportation. With the aim to increase the formal employment of women, moreover, it states that priority will be given to referrals of women to the job placement through incentive programmes. Another tangible measure in terms of gender mainstreaming concerns the Project's aim to establish women's cooperatives as a strategy to enable women's access to livelihoods and strengthen their economic resilience. It is stated that women's increased access to formal work and training opportunities will reduce their risk of exploitation, engagement in negative coping mechanisms, while supporting their access to safe, dignified and decent working conditions, thereby supporting the economic empowerment of women. The Project, therefore, takes issues of gender equality and gender mainstreaming into account from its design stage onwards, and adopts concrete measures to achieve this.

It has been underlined during the interviews, however, that gender equality is a significant challenge in the ongoing interventions, particularly because of the specific focus on refugees. There is a significant difficulty, particularly in the field, in terms of reaching out to refugee women due to cultural barriers. In the larger context of Turkey, this is an area which is also not favored by employers and the labour market at large, mainly due to childcare implications. The Project Team sees cooperatives as a valuable factor in overcoming these cultural barriers, as it enables a solidarity economy for women to come together and access livelihoods. Apart from this, the Project Team is in an effort to balance participation in activities, particularly those concerning trainings, as there are areas of vocational trainings in which only men show an interest; areas, like those provided under cooperatives, where women are over-represented; and still others, like those delivered by Kodluyoruz Association, which bring both women and men together. In order to follow up closely the issue of participation, monthly gender-disaggregated data is collected, and necessary adjustments are made accordingly. However, gender implications become clear rather towards the end of the Project, and it is reported that in the past there have been cases where the gender targets could not be met due to the low interest of refugee women in labour market participation. Gender equality remains, therefore, a significant challenge, which requires specific attention particularly under the circumstances imposed by the pandemic. For the remaining implementation period, it would be important to closely monitor the participation of women in activities, particularly those that are conducted online, as well as the gender implications of various incentive and support mechanisms, as they might have a particular bias towards men.

The project is effectively promoting **international labour standards** and social dialogue tools and mechanisms through its activities and objectives. By its very design, the Project places the emphasis on promoting decent work opportunities for refugees and host communities and upholding decent work principles, 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.

The **tripartite structure** of ILO is another important element that facilitates the achievement of objectives. In this way, the agency is able to act through both central and local partners as well as workers' and employers' organizations, and the objectives are therefore not only linked to the central level, which might face certain structural and bureaucratic barriers and/or delays in implementation. It is important to note that ILO places a significant emphasis on the participation and involvement of the government, workers' and employers' organizations from the design stage onwards, which is also reflected in this Project.

In terms of **constituent capacity development**, the Project, with one of the three components – and the largest one in terms of activities – allocated for this purpose, provides a direct contribution to this aspect. The third component of the Project directly responds to an acute need, and it is emphasized that it contributes to a significant transformation, through creating an awareness, ownership and vision across public partners, and increasing the priority of this issue in the bureaucratic structure. While it has been reported that the Project Team receives criticism in terms of the scope and diversity of capacity-development activities, there appears



to be a significant need in this front, particularly because the refugees are likely to remain in Turkey, but also because the stakeholders, particularly the government institutions, workers' and employers' organizations, are key to provide sustainable and long-lasting solutions.

VII. LESSONS LEARNED AND EMERGING GOOD PRACTICES

Lessons Learned

In terms of *activities*, an important element in this respect concerns the experience gained on **green jobs** through the Project, which would be worth pursuing and expanding in the upcoming phases. The experience through the Project revealed the importance and timeliness of interventions in this direction, particularly as it provides a fruitful ground for the employment of refugees. While the piloted green job interventions mainly focus on agriculture in the current phase, mainly based on the skills profile of the target groups, the Project Team appears to have well noted the importance of this component, also through the positive feedback and interest coming from the field. This, therefore, constitutes one of the main lessons learned through the project, and work is ongoing to identify possible partners and pilot provinces to expand these interventions towards a more diverse range of fields.

Another important lesson has been on the issue of **cooperatives** (see below), and the importance of cooperatives as a response tool against crises, as it promotes access to livelihoods and social inclusion, has been widely understood by the Project Team. On this basis, the intention of expanding the cooperative initiatives, perhaps through a more flexible perspective not only focusing on refugees and / or women, but also on issues such as green economy, disability, elderly care, etc. has been emphasized by the stakeholders. In this respect, partnership with public institutions will be sought for, along with initiatives to strengthen the interaction amongst cooperatives so that they mutually develop their capacities.

Another significant learning process has taken place in the area of NEET, which was opened up by the study conducted under Output 1.1. The study provided awareness among the Project Team on the need for working on a diverse range of fields relating to youth employment, which is another input for activities in the upcoming phase. ILO has already partnered with UNDP in addressing NEET and youth employment, initiating a series of activities including workshops, broadcasts and podcasts on youth employment.

At the *programmatic* level, an important finding of this evaluation concerns the **role of ILO** in upskilling and vocational training provision. Through the Project, ILO staff has increasingly come to terms with the fact that the Agency needs to consider new pathways, rather than direct provision of vocational training. While the provision of trainings is crucial and constitutes a key component of ILO interventions under this Programme, it is also underlined that they do not effectively reach the target groups, may not always reflect the realities of the labour market, and may lead to 'professional' participants. Therefore, an important lesson learned through the Project is that the Agency needs to re-consider its role in the provision of these trainings, and take it to a higher level, (i) to provide guidance for its partners on the content and modalities of quality vocational training, international standards, and incorporation of digitalization into the process; (ii) to empower its partners to operationalize these trainings; (iii) allocate the training budget to interventions that have more direct



implications for the labour market (i.e., formalization supports, job placement of refugees, cooperatives, etc.) and (iv) to assume a more proactive policy-making and agenda-setting role.

A similar point can be made at a more general level, in that the organizational learning process that has taken place through the PRM cycles has led on the part of ILO to significant accumulation of experience and know-how in terms of field interventions, which is also acknowledged by its partners. At the point that is reached today, the seeds of a re-consideration of the scope of interventions, and questioning what the Agency's role should be in the next steps, can be observed among the respondents. In this regard, there is a common perception that ILO Turkey Office should assume a more active role in terms of **governance and policy-making** in the upcoming phase, and should try to reflect its field-level interventions at the policy-making level, i.e., should see the policy implications of its interventions, thereby increasing the visibility of its achievements across both international and local platforms.

Another significant element concerns the nature of the Project, which has evolved in this period rather as a **comprehensive investment in training, formalization and capacity-building**, whose ambitious objectives are attempted to be achieved in a period of two years. It is underlined in this respect that the Project needs to be conceived as a 'development' Project, rather than 'humanitarian aid' intervention, which requires much more time and resource. The donors, therefore, need to revise their planning and adopt a longer-term perspective in order to promote efficient use of resources and achievement of objectives. A five-year planning approach would be worth considering in this respect.

Good Practices

One of the good practices emerging out of the first phase of implementation is the capacity-building provided in the field of **digital technologies** for refugee youth in partnership with Kodluyoruz Association. Trainings have been delivered to more than 500 young people, which also shows the interest of young people in this area, and thus the relevance of the activity. Also, participants continue to be supported after their graduations, as job placements following the trainings have also reached high numbers, and significant efforts have been made to bring the youth together with sector leaders such as Gitti Gidiyor. This was helped by the composition of Kodluyoruz of young people themselves, and the willingness of the Association to work for the youth. The ILO finds it important to support the Association, as it constitutes a significant role model in the sector (also with its woman founder), whose collaboration with refugees could constitute an example for other similar initiatives.

The study on refugee and host community **NEET** and the resulting awareness of the importance of focusing on various aspects of youth employment constitutes a further good practice, which is also acknowledged by the Project partners. The ILO work on the topic, including the Report entitled "The Youth and COVID-19: Access to Decent Work amid the Pandemic," has been promoted through the ILO Office for Turkey web site on Youth Employment (available at <https://www.ilo.org/ankara/areas-of-work/youth-employment/lang--tr/index.htm>). This has constituted a significant added value of the Project. The partnership of ILO with UNDP, within the framework of the UNDP-ILO Framework for Action, in addressing NEET and youth employment is also an important step as it increases the visibility of the issue and contributes to policy discussions on youth employment through a series of activities including workshops, broadcasts and podcasts.

Another good practice concerns the **KIGEP**, which has been influential in terms of increasing registered employment, and which showed the importance of the expansion and wider application of the Programme. The Programme responded well to the needs emerging under the pandemic by providing technical and financial support to refugee-owned enterprises in their transition to formality, which is evidenced by the high demand leading to increasing its original targets. The efforts for the **formalization of SMEs** through technical and financial support, would be worth expanding in the upcoming phase. On the other hand, special attention



needs to be placed on the financial needs of these enterprises after the formalization process, which can be supported through temporary incentive schemes similar to those provided under KIGEP.

A further good practice concerns the **cooperatives**, which appears a particular strength of the ILO in line with its mission and role at the global level, and which has been based on an important accumulation of experience through the previous PRM cycles. In this Project, the experience of **combining green jobs with cooperatives**, and these with refugees and women, appears as an innovative aspect, which can constitute a model for future interventions. The new model is being constructed with AMM, through a tripartite structure among ILO, the Municipality and the cooperative, based on a cost-sharing modeling where the ILO has provided the machinery and equipment, and Municipality the land and infrastructure. ILO also provides marketing support by putting the cooperative in contact with digital sales platforms, in an effort to develop cooperatives through e-commerce channels. Meryem Women's Cooperative, in this regard, appears as an innovative structure, encompassing both refugee and host community women, and promoting the cooperative system as a 'green social solidarity enterprise.' The experience so far has also shown that the cooperatives are key to increase social cohesion, creating a joint working culture and increasing understanding among refugees and host communities, along with direct contributions to women's empowerment. The wide interest in cooperatives coming from the local partners is important, and it is stated that meetings have started to take place with Mersin, Hatay and Şanlıurfa based on their demand. This is an area where further efforts are worth pursuing across other provinces and through support to cooperatives with refugee members, since it has significant sustainability implications, as also underlined by the Project partners. The 'social and solidarity economy' based cooperative, aiming to facilitate the access of vulnerable groups, such as women, refugees, persons with disabilities, etc., to the labour market, can be promoted as a model and expanded across Turkey.

The establishment of a **new partnership with the İBB**, during the harsh conditions of the pandemic, can be pointed as another good practice emerging out of the period under evaluation. The potential of this partnership to contribute to decreasing dependency on social assistance by promoting employment is important. Strengthening local partners' capacity to support employment services is also important to localize and multiply services provided by ISKUR, which already faces a significant workload and lack of staff. ILO's efforts in terms of strengthening local government actors, capacity-building and empowering stakeholders are worth noting in terms of promoting the sustainability of the initiatives beyond the lifetime of the Project. It should be underlined that the Project's emphasis on partnership with local governments is also acknowledged and praised by its public partners as a significant stage.

VIII. CONCLUSIONS AND RECOMMENDATIONS

On the basis of the analysis carried out in the previous sections, particularly those focusing on the Project's performance in relation to OECD/DAC criteria, one of the most important findings of the evaluation, also confirmed by stakeholder interviews, is that the Project constitutes an important intervention, where the ILO appears to have developed its own set of values, and has effectively promoted it across its partners and stakeholders. The contribution of the Project to the general objective of promoting decent work opportunities for refugees and enhancing social cohesion between the host society and refugees is remarkable, even under the conditions imposed by the COVID-19 pandemic, which significantly affected the Project implementation. The evaluation identified the following points as the most important factors promoting the achievement of objectives:

- The uniqueness of PRM as the Donor in terms of its management and openness
- The Project Team's openness to learning and adaptability
- Organizational learning of the ILO Turkey Office
- Partnership strategy of the ILO
- Accessibility of the Project Team and value attributed to ILO



On the other hand, important factors that have been identified on the basis of the risks they impose towards the successful achievement of objectives can be outlined as follows:

- Short duration of PRM projects
- Difficulty to conduct site visits and fieldwork in the course of pandemic
- Long bureaucratic procedures and problems of ownership of public stakeholders
- Ownership of the main Project partner
- Communication among and within the three Outcomes
- Lack of effective communication channels among local stakeholders themselves

In addition, the COVID-19 pandemic has had major implications for the Project, as it covered almost the entire implementation period. For this reason, the evaluation pays specific attention to the impact of the pandemic. What is important to underline, however, is that COVID-19 has so far had not only negative implications, but it has also created important opportunities and openings for the Project. The major negative implications of the pandemic for the Project can be outlined as follows:

- It has implied significant loss of time for the Project Team
- It has caused delays, cancellations and revisions across all Project activities
- It has led to delays and interruptions on the side of the partners
- It has entailed problems in reaching the originally envisaged target groups
- It has had negative implications for the M&E process

Still, the pandemic has also underlined significant positive aspects, including the following:

- It has displayed the effective risk-management capacity of the Project Team
- It has led to a successful re-allocation of Project resources to the repurposed activities
- It has led to the increasing focus of ILO on online training and digital learning platform, which will constitute a significant asset for the upcoming phases.

It is important to underline that the impact of the pandemic was quite harsh at the beginning, while the risks and adverse effects have now been mitigated to a large extent, again due to learning that has taken place, as well as the gradual development of coping strategies by both the Project Team, the partners and stakeholders, and the society at large. Still, COVID-19 has constituted an important lesson learned and provided a significant experience, which would be crucial in managing the risks associated with similar events in the future.

The sections on Effectiveness, Lessons Learned and Good Practices have examined in detail the challenges and opportunities of the ongoing interventions, also incorporating the views and suggestions of the stakeholders on the activities and the realistic plans of the Project Team for the upcoming phase. Rather than repeating the points made in relation to individual outputs and activities, the Recommendations below primarily focus on the outcome, implementation and programmatic levels, which appear as the major priorities for the remaining implementation period of the Project and beyond. They are identified as high and medium priority, and suggested together with main actors responsible for their implementation. It would be important to consider the ways to expand and / or improve the outputs and activities along the lines suggested in these sections.

Recommendations:

High priority:

1. Consider a **longer implementation period** in line with the integrated and multi-dimensional nature of the intervention. A five-year programming cycle appears to be crucial for the attainment of



- development objectives and tangible results of the investments. (Donor, ILO Turkey Office; high resource implications)
2. Consider ways to **improve the effectiveness of M&E under COVID-19 conditions**, mostly through increasing online measures, while also promoting mechanisms of regular and frequent reporting and information sessions with the partners (Project Team, ILO Turkey Office; low resource implications)
 3. Continue to focus on **partnerships with local governments**, and to provide technical and financial support to them, as the main actors to promote employment services, in order to ensure the sustainability of activities beyond the lifetime of the Project. (Project Team, ILO Turkey Office; medium resource implications)
 4. Closely monitor the **participation of women** in all activities, particularly those that are conducted online, as well as the gender implications of various incentive and support mechanisms, as they might have a particular bias towards men. (Project Team; low resource implications)
 5. Consider an **impact assessment** study for the interventions carried out, particularly those concerning the formalization supports and incentive schemes under KIGEP and KIKA. (Project Team; medium resource implications)
 6. Promote the **'social and solidarity economy' based cooperative**, aiming to facilitate the access of vulnerable groups, such as women, refugees, persons with disabilities, etc., to the labour market, as a model to be expanded across Turkey. (ILO Turkey Office, Project Team; medium resource implications)
 7. Expand the green-job interventions towards a more diverse range of fields, including recycling, waste management, wind and solar energy, and wastewater storage, through the provision of trainings in these fields, to single out ILO's contribution to a sustainable energy consumption. (ILO Turkey Office, Project Team; high resource implications)

Medium priority

8. Focus on social partners, particularly workers' organizations, in terms of capacity-building efforts, in order to strengthen these organizations to promote their involvement in the refugee response and their advocacy in the labour market, as well as to promote the involvement of refugees in these organization. (Project Team, Tripartite Constituents; low resource implications)
9. Place more emphasis on **constituent capacity-building at the provincial level**, along with the central one, through the provincial branches of central government units, as the service providers in these units are the first point of encounter for refugees, and they need particular awareness-raising efforts in this respect. (Project Team, Tripartite Constituents; high resource implications)
10. Conduct **impact analysis** studies across outputs, particularly those concerning training and formalization, to promote the evidence-base for future interventions and disseminate best practices. (ILO Turkey Office, Project Team; medium resource implications)
11. Consider ways to promote **ILO's role in policy-making** and governance in terms of promoting refugees' access to livelihoods and decent work opportunities, as well as social cohesion with the host communities. (ILO Turkey Office, Project Team; low resource implications)
12. Consider fewer number of activities in the upcoming cycles in order to focus more intensively on the ILO's major gains and particular strengths obtained in refugee response. (ILO Turkey Office, Donor; low resource implications)



IX. ANNEXES

ANNEX I Terms of Reference

PROJECT OVERVIEW	
Project Title	TUR/19/02/USA: Decent Work Opportunities for Refugees and Host Communities in Turkey
Contraction Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO Office for Turkey
Funding source	The United States Department of State, Bureau of Population, Refugees and Migration (BPRM)
Budget of the Project	\$9,775,421.23
Project Location	Turkey, with project provinces of Ankara, İstanbul, İzmir, Bursa, Adana, Gaziantep, Şanlıurfa, Mersin, Konya, Hatay, Kahramanmaraş, Eskişehir, Denizli, Ordu
Type of Evaluation	Mid-Term Independent Evaluation
Expected Starting and End Date of Evaluation	15 February 2021 – 12 April 2021 (revised end date is 06 June 2021)

I. INTRODUCTION AND RATIONALE FOR EVALUATION

As per ILO Evaluation Policy, this Project has been subject to an initial evaluability assessment by an external collaborator in 2020. Moreover, 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 monitoring and evaluation procedures.

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



a. Project description

The ILO commits to support decent work for all, including migrant and refugee workers, by promoting rights at work and decent employment opportunities, enhancing social protection and strengthening the social dialogue. Therefore, the project aims to scale up the impact of accumulated ILO experience and knowledge in the field of promotion of inclusive job and decent work opportunities for both refugee communities (SuTP and non-Syrian refugees) and host communities in Turkey. The project is implemented in 14 provinces across Turkey namely, Ankara, İstanbul, İzmir, Bursa, Adana, Gaziantep, Şanlıurfa, Mersin, Konya, Hatay, Kahramanmaraş, Eskişehir, Denizli, and Ordu. The overall objective of the project is to strengthen the resilience and social cohesion of refugees and host communities in Turkey by promoting access to decent work and inclusive economic growth underpinned by decent work principles.

Theory of Change

The project mainstreams the good practices and lessons learned from the earlier responses to the overall rationale and activity planning in Turkey. The project is built on strong ties with local authorities and institutions for implementation. It works in synergy with other parallel ongoing ILO interventions with the aim to facilitate access of final beneficiaries to the labour market. Therefore, in line with the ILO principles, the project commits to support decent work for all, including migrant and refugee workers, by promoting rights at work and decent employment opportunities, enhancing social protection and strengthening the social dialogue.

The Project is aligned with the 11th Development Plan of Turkey under related measures referring to employment and working life, international migration. Further, the Project is linked with the “National Employment Strategy” which is geared towards developing policies providing equal opportunities to all and preventing discrimination as well as protecting workers and promoting social dialogue.

The project objectives are closely aligned with the 2030 Agenda for SDGs, mainly with Goal 8 “to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”. The first objective related to “increasing skills and competencies of refugees and host communities in line with labour market demand” and second objective related to “promoting an enabling environment for business development and economic growth to generate more and better entrepreneurship and formal job opportunities for refugees and host communities” strongly support specifically SDG 8.3 on “promoting



development oriented policies that support productive activities, decent job creation”, SDG 8.2 on “achieving higher levels of productivity of economies through diversification, technological upgrading and innovation” and SDG 8.8 on “protecting labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants”.

Furthermore, the project’s third objective related to “providing support to strengthen labour market governance institutions and mechanisms” is coherent with the SDG 10 “to reduce inequalities in and among countries” and specifically its target 10.7 on “facilitating orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well managed migration policies.”

The overall project objectives of the project are also designed in line with the Outcome 9 of the current ILO P&B 28-19 and will support the achievements of the Outcome 7 of the P&B 2020-2021 with a specific reference to Output 7.5 on “increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to project migrant workers”. Project is also aligned with the United Nations Development Cooperation Strategy for Turkey (UNDCS) (2016-2020), an agreement signed between the Government of Turkey and the United Nations System in Turkey.

ILO, as the UN specialized agency for the world of work with its tripartite structure bases approach on the principles of social dialogue with full participation of workers’ and employers’ organizations. The ILO is collaborating closely with relevant General Directorates and departments of the Ministry of Family, Labour and Social Services. Further, the ILO partners with the Ministry of National Education Regional, Ministry of Justice, Ministry of Interior (DGMM), Development Agencies, workers’ and employers’ organizations, chambers, local governments and municipalities, NGOs and UN agencies, especially under the 3RP to enhance social and economic stability and promote decent work and social justice.

ILO implements a five-year (2017-2021) comprehensive, holistic and integrated programme of support in Turkey, aimed at strengthening the labour market and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures. The programme builds on ILO interventions on the Syrian refugee crisis in Turkey since 2014, promoting comprehensive short- and medium-term employment rich measures to be



implemented within the framework of Turkey's overall response and the Regional Refugee and Resilience Plan (3RP).

The Project undergone evaluability assessment in December 2020. The findings and recommendations of the assessment are being used in the implementation and planning of the next interventions and activities.

The intervention includes three outcomes:

Outcome #1: Employability of refugees and host community members as well as their resilience in the labour market strengthened through skills development trainings. The objective of this component is to equip refugees and host communities in Turkey at working age with the right skills and competencies in accordance with the needs of labour market demand and their prior learning and experiences. Strengthening their skills and competencies increase their opportunity to access livelihoods, strengthen their resilience in the labour market and their access to decent work opportunities while facilitating their labour market integration and promoting social cohesion. In addition, public employment services and active labour market programmes are also strengthened in collaboration with relevant stakeholders.

Outcome #2: An enabling environment for business development and economic growth promoted to generate more and better entrepreneurship and job opportunities for refugees and host communities. This component mainly aims to improve economic and financial inclusion of refugees as well as host communities. The activities are implemented in close cooperation with provincial and local governments, Regional Development Agencies, Chambers of Industry and Commerce and private sector actors. The activities accommodate the objective of creating an enabling environment for business development and entrepreneurship to generate job opportunities for refugees and host communities. The interventions under this component are on a detailed analysis of labour market demand, focusing on sectors, in which refugees are working, to achieve sustainable economic inclusion.

Outcome #3: Labour market institutions and mechanisms strengthened to improve governance and implementation of inclusive labour market policies protecting the rights at work of refugees and host communities. The main focus of this component is to strengthen labour market governance systems and institutions through the development of evidence-based and refugee-specific capacity-building measures to improve planning and policy-making in governance. There are delivery of tailored training activities which are developed by inclusion of national and international training institutions, consultants as well as ITC-ILO training programmes to strengthen the capacity of relevant labour market institutions including DGILF, SSI, ISKUR, MoI, MoJ, relevant directorates MoNE, and other relevant as well as the employers' and workers' organizations, private sector, exporter associations, chambers and union of merchants at local level with



respect to refugees' access to labour market and building resilience. In addition, under this component there are four assessments, which contribute also for implementing and/or creating interventions under all three components. The assessments are on "Effects of foreign labour force in the labour market", "Situation of child labour and its incidence", "Young refugees' access to apprenticeship programme and its impact on employability" and "Employment opportunities in green economy and agriculture for refugees". Finally yet importantly, awareness of refugees, host communities and trade unions on labour rights, as well as awareness on disability status of refugees and their access to labour market are increased through various channels.

II. Purpose, Scope and Clients of the Evaluation

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

- improve project performance and contribute towards organizational learning;
- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term;
- assess the effectiveness of planning and management for future impacts;
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and national partners. 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 refugees and host communities in Turkey. It would help to define what and how the ILO Office for Turkey contributed for better working and living conditions both for the refugees and the host communities, improvement of knowledge-base, employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. A particular reference will also be given to the overall impact of COVID-19 on protect activities and mitigation measures taken by the Office as a response. The mid-term evaluation will also ensure accountability to beneficiary, donor and key stakeholders, and promote organizational learning within ILO and among key stakeholders.

The **scope** of the evaluation will encompass all activities and components of the project for the period of January 2020 and January 2021 and up to the actual time of the mission.



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

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 refugees in the region, donor and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation in the Project cities.

III. Management Arrangements for the Assignment

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

- Evaluation Manager of the ILO Office for Turkey: The Evaluation Manager, Ms. Özge Berber Ağaş, will supervise and guide the assignment. She will give the final decision and feedbacks to all the outcomes of the assignment.
- Senior Project Coordinator: The Coordinator, Ms. Billur P. Eskiöğlü, will provide strategic advice to the process and will ensure that the planned activities are realized in a timely manner to deliver the expected results.
- Monitoring and Evaluation (M&E) Officer: Ms. Yasemin Kızıoğlu will be responsible from the design, coordination and implementation of the assignment and will ensure that the necessary actions to be taken for the timely delivery of the expected deliverables.
- Project Officers: They will provide necessary documentation, information and the lists of contacts/stakeholders/constituents/ beneficiaries, and provide technical support to the M&E Officer and the consultant within the scope of the assignment when necessary.
- Finance and Procurement Officer & Finance Assistant: They will make sure if the expenditures are realized in accordance with the approved budget and in compliance with the ILO's financial rules and regulations. They will provide administrative and financial support which includes but not limited to preparation of financial documents and following up the payments to the consultant.

IV. 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, 2017⁷.
- 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 one of the main aim of the project is to provide decent employment opportunities to refugee 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?

⁷ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---al/documents/publication/wcms_168289.pdf



- Are the project approach and activities relevant to the needs of the constituents as well as beneficiaries and with the stated objectives?
- What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
- In accordance with the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?
- Does project align with gender-related goals set by SDGs and national policy framework?
- Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?
- 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?
 - Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?
 - To what extent are the output and outcome indicators of the project gender-inclusive?

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)?
- Have there been any unintended results (positive or negative)? Please give particular attention to the impact of COVID-19.
- To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project and project targets after the COVID-19 crisis?
- How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?



- Are women and men likely to benefit differently from project's activities?
- Which alternative strategies towards gender equality would have been possible or are still possible?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- 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?

Coherence

- How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?
- To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?
- How well does the interventions of the project fit with other interventions of the relevant partners?
- To which extent other interventions of the partners (particularly policies) support or undermine the project activities?
- Does the project have an M&E system in place that collects sex-disaggregated data and monitors gender-related results?

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 the members of the Project Team envisages achievement of solutions for sustainable results?



- What is the level of ownership of the programme by partners and beneficiaries?
- How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?

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?
- What lessons and good practices from the project are relevant for the COVID-19 response?

Gender equality and non-discrimination issues

- To what extent does the project mainstream gender equality in its approach and activities?
- To what extent does the project use gender/women specific tools and products?

International Labour Standards (ILS) and Social Dialogue aspects

- How effective was the project in using ILS promotion and social dialogue tools and products?
- To what extent did the project mainstream social dialogue in its approach and activities?

The list of questions can be adjusted by the evaluator in coordination with the ILO Evaluation Manager. 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.

V. Methodology

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



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

The evaluation will apply multiple methods. Both qualitative and quantitative evaluation approaches should be considered for this evaluation. First of all, the evaluator will make **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, mission reports, news on activities and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications). Secondly, the Evaluator(s) is expected to use **interviews (telephone or computer based due to COVID measures)** as a means to collect relevant data for the evaluation. Individual or group interviews will be conducted with the main clients defined in page 14.

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 **online surveys** to collect data for the evaluation from the target groups, if applicable.

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

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

The methodology will include examining the project's Theory of Change in the light of logical connect between the levels of results, their alignment with the ILO's strategic objectives. A particular attention will be given to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

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



Planning Consultations: The evaluator(s) will have a consultation meeting (via online meeting tools 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-Data Collection 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.

VI. 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 recommendations⁸
- Project background⁹
- 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

⁸ The executive summary should address the project purpose, project logic, and 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.

⁹ 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.



Evaluator(s) will also share the initial draft inception report with the Project Team and Evaluation Manager to seek their comments and suggestions. The inception report should be in line with ILO EVAL Office Checklist.¹⁰

Draft Final Report (initial draft to be submitted to the Evaluation Manager within 15 days of completion of the data collection)

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

Final Evaluation Report (to be submitted to the Evaluation Manager within seven days of receipt of the draft final report with comments). The Final Report should be submitted along with all relevant Annexes as indicated in ILO Guidance Note on the evaluation report (including executive summary, good practices, lessons learned and etc.):

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

VII. 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. Acronyms
4. Executive Summary
5. Project Background
6. Evaluation Background
7. Evaluation criteria and questions

¹⁰ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf



8. Evaluation Methodology
9. Main Findings
10. Conclusions
11. Lessons learned and Emerging Good Practices
12. Recommendations
13. 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 Project Team and Evaluation Manager will provide inputs/comments to the draft final report,
- After reflection of the inputs/comments of the ILO Team into the draft report, the draft report will be shared with the stakeholders to receive their comments.
- After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by the ILO Evaluation Focal Points both at the DWT-CO Moscow and at the RO/Europe, for consequent submission to the ILO Evaluation Office for final clearance. The final report shall be delivered not later than **two weeks** after receiving the comments to the draft report.

VIII. Management Arrangements

The evaluation team will be comprised of an independent consultant(s) working under supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber-Agtaş, Senior Programme Officer of the ILO Office for Turkey under the coordination of Ms Irina Sinelina, ILO Regional Evaluation Officer/EVAL.

IX. Requirements

Qualifications of the Evaluator(s)

- Substantial knowledge of the migration and refugee issue in Turkey
- Familiarity with the issues of 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 relevant disciplines
- 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, from RO Europe evaluation focal point (Mr. Daniel Smith) and a final approval by EVAL.

X. Roles and Responsibilities

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

- Reviewing the ToR and provide input, propose any refinements to assessment questions, as necessary.
- Reviewing project background and materials (e.g., project document, progress reports, logframe, budget, and visibility and promotion 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 data collection mission.
- Conducting online 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, and circulating it for comments, input
- Submitting the selected candidate's CV to REO, EUROPE Evaluation Focal Point and EVAL for final approval;
- Facilitating communication with regards to the preparatory meeting prior to 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) and EVAL Desk Officer for Europe for final 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 Monitoring and Evaluation Officer and Project Coordinator are 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.

XI. 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; Online briefing with Evaluation Manager, M&E Officer and Project Manager. Prepare inception report including interview questions and questionnaires for project stakeholders	10 days
Conduct interviews, surveys with relevant project staff, stakeholders, and beneficiaries.	15 days
Analysis of data based on desk review, online research, interviews/questionnaires with stakeholders; draft report	10 days



Revise and Finalize the report	5 days
Total	40 days

XII. Legal and ethical matters, norms and standards

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

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"¹¹, 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.

XIII. Payment and Place of Work 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 45.000 on a lump sum basis. The evaluator will be responsible for all administrative costs and any other costs as incurred for activities outlined in this ToR.

Place of work

This is a home-based assignment. However, the External Collaborator is expected to conduct online or phone interviews with identified interviewees (up to 4 days) and briefing meeting (up to 2 days) within the duration of this assignment. No travel is required under this assignment; in case of a need, the ILO Office for Turkey will evaluate the necessity of the travel and cover travel expenses separately.

¹¹ http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm



Payment will be made in two tranches;

1. **30%** upon the submission of the inception report
2. **70 %** 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 the Inception Report	7 days following the signature of the Contract	TRY 13,500.00
2. Conducting interviews with relevant project staff, stakeholders and beneficiaries	1 March – 22 March 2021	-
3. Submission of the Draft Final Report	5 April 2021	-
4. Submission of the Final Report	12 April 2021	TRY 31,500.00

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

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

All relevant ILO evaluation guidelines and standard templates

- ILO Policy Guidelines for results-based evaluation, 2017
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
- Code of conduct form (To be signed by the evaluators)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
- Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
- Checklist 5 preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm



- Checklist 6 rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
- Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
- Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
- Template for evaluation summary
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
- Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf
- Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
- i-eval Connect: Knowledge sharing platform -- Evaluation Office (EVAI)
- <https://intranet.ilo.org/collaborate/evalksp/Pages/default.aspx>
- ILO Library guides on gender
- <https://libguides.ilo.org/gender-equality-en>



ANNEX II Objectives and Indicators:

OUTCOMES	OUTPUTS	INDICATORS
<p>Outcome 1: Employability of refugees and host community members as well as their resilience in the labour market strengthened through skills development trainings.</p>	<p>1.1 Increased skills and competencies of refugees and host communities. 1.2 Promoted access of refugees and host community members to apprenticeship programme 1.3 Strengthened sustainability of employment and social cohesion at work place</p>	<p>1.1 # of refugees’ and host communities’ skills and competencies increased 1.2 # of refugees and host community members accessed to apprenticeship programme 1.3 # of refugees and host community members benefited from work place adaptation programme</p>
<p>Outcome 2: An enabling environment for business development and economic growth promoted to generate more and better entrepreneurship and job opportunities for refugees and host communities.</p>	<p>2.1 Equipped refugees’ and host community members’ to seize entrepreneurship opportunities 2.2 Supported new enterprises’ establishment and formalization of informal enterprises 2.3 Improved SMEs capacities on sustainability, productivity and competitiveness 2.4 Increased employment of refugees and host community members through job referrals 2.5 Established new women cooperative(s) and improved existing women cooperatives 2.6 Rolled-out green job related pilot programmes towards refugees and host community members 2.7 Provided financial assistance to small enterprises (employing 1-5) owned by refugees and host community members to increase their resilience against COVID-19 impact on their businesses (new activity in response to COVID-19)</p>	<p>2.1 # of refugees and host community members equipped with entrepreneurial skills 2.2 # of firms established and/or formalized 2.3 # of SMEs equipped with necessary capacity improvement training 2.4 # of refugees and host community members placed in at least 40 days of registered employment 2.5 # of women cooperatives established or other forms of women entrepreneurship supported 2.6 # of green economy enterprises supported/programmes piloted 2.7 # of firms supported financially and firms’ formalization facilitated (new activity in response to COVID-19)</p>
<p>Outcome 3: Labour market institutions and mechanisms strengthened to improve</p>	<p>3.1 Strengthened capacity of relevant government institutions and employers’ and workers’ organizations with respect to refugees’ access to labour market and building resilience</p>	<p>3.1 # of staff of relevant government institutions and employers’ and workers’ organizations benefited from capacity building training 3.2 # of public institutions’ staff informed on production, compilation and analysis of labour migration related data</p>



<p>governance and implementation of inclusive labour market policies protecting the rights at work of refugees and host communities</p>	<p>3.2 Strengthened capacity of relevant government institutions on labour migration statistics</p> <p>3.3 Strengthened capacity of the judiciary for the enforcement of the Law on Foreigners and International Protection, and the subsequent Temporary Protection Regulation as well as Work Permit Regulations for international protection applicants</p> <p>3.4 Strengthened capacity of inspection/audit personnel of relevant government institutions</p> <p>3.5 Increased awareness of refugees and host community members on occupational safety and health (OSH) Increased capacity of OSH Professionals – Occupational Safety Experts and Physicians on OSH</p> <p>3.6 Increased capacity of certified accountants and other relevant personnel</p> <p>3.7 Increased capacity of public institutions and/or chambers of commerce and industry delivering labour related services towards refugees</p> <p>3.8 Increased knowledge and experience sharing among governmental institutions as well as workers’ and employers’ organizations</p> <p>3.9 Promoted working conditions of workers within supply chains in the two sectors</p> <p>3.10 Increased knowledge and data base on four labour related areas</p> <p>3.11 Increased awareness of refugees and host communities on labour rights and their access to labour market</p>	<p>3.3 # of staff of judiciary benefited from training on the enforcement of the Law on Foreigners and International Protection, and the subsequent Temporary Protection Regulation as well as Work Permit Regulations for protection holders, number of judicial assistance, Arabic speaking expert witness which are decided by judges in the judicial processes and,</p> <p># of references to International Labour standards in court decisions</p> <p>3.4 # of staff of inspection/audit personnel of relevant government institutions benefited from training on the enforcement of the Law on Foreigners and International Protection, and the subsequent Temporary Protection Regulation as well as Work Permit Regulations for temporary and international protection applicants and holders, procedures for work permits and formal employment</p> <p>3.5 # of refugees’ and host community members’ and employers’ awareness increased and,</p> <p># of OSH Professionals – Occupational Safety Experts from private sector companies employing refugees increased capacity on OSH through training activities and manuals</p> <p>3.6 # of certified accountants benefited from informative seminars on refugees’ formal access to labour market</p> <p>3.7 # of language facilitators assigned carried out for delivery of better services at the local level towards refugees and,</p> <p># of referrals made by the consultants</p> <p>3.8 # of representatives increased knowledge and sharing experience on labour rights of refugees</p> <p>3.9 # of representatives from firms, employing refugees in two sectors, benefited from voluntary compliance and social audits training</p> <p>3.10 # of assessments conducted on:</p> <ul style="list-style-type: none"> • Effects of foreign labour force in the labour market • Situation of child labour and its incidence assessed in 3 target provinces • Young refugees’ access to apprenticeship programme and its impact on employability • International good practices on job creation in green economy and an assessment of green jobs <p>3.11 # of refugees and host communities’ awareness increased through informative, promotional and visual materials</p>
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ANNEX III. Lessons Learned Template

ILO Lesson Learned Template

Project Title: Decent Work Opportunities for Refugees and Host Communities in Turkey

Project TC/SYMBOL: TUR/19/02/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 01/06/2021

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
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>ACTIVITY LEVEL</p> <ol style="list-style-type: none"> 1. Experience gained on green jobs reveals significant opportunities for the employment of refugees. While the piloted green job interventions mainly focus on agriculture, expanding these interventions towards recycling, waste management, wind and solar energy, and wastewater storage, through the provision of trainings in these fields, appears important to single out ILO’s contribution to a sustainable energy consumption. Important steps have already been taken in this direction, and work is ongoing to identify possible partners and pilot provinces for this purpose. 2. The importance of cooperatives as a crucial response tool against crises has been widely acknowledged, as it promotes access to livelihoods and social inclusion. On this basis, expanding the cooperative initiatives, through a more flexible perspective not only focusing on refugees and / or women, but also on green economy, disability, elderly care, should be a priority, along with initiatives to strengthen the interaction amongst cooperatives so that they mutually develop their capacities. 3. The opening towards the issue of NEET, through the study conducted under Output 1.1., provided awareness among the Project Team on the need for working on a diverse range of fields relating to youth employment. Partnership has already started with UNDP in this field. <p>PROGRAMMATIC LEVEL</p> <ol style="list-style-type: none"> 4. ILO needs to re-consider its role in the provision of trainings, and take it to a higher level, (i) to provide guidance for its partners on the content and modalities of quality vocational training, international standards, and incorporation of digitalization into the process; (ii) to empower its partners to operationalize these trainings; (iii) allocate the training budget to interventions that have more direct implications for the labour market



	<p>(i.e., formalization supports, job placement of refugees, cooperatives, etc.).</p> <p>5. ILO Turkey Office should assume a more active role in terms of governance and policy-making, and should try to reflect its field-level interventions at the policy-making level, i.e., should see the policy implications of its interventions, thereby increasing the visibility of its achievements across both international and local platforms.</p> <p>6. Need for a longer-term planning as the Project has evolved as a comprehensive investment in training, formalization and capacity-building, whose ambitious objectives are attempted to be achieved in a period of two years.</p>
Context and any related preconditions	The Project's entire implementation coincided with COVID-19, requiring significant adjustments in activities and scope. Several new initiatives and focus points have emerged in this context, providing important openings for ILO to broaden its expertise and concentrate its efforts in the most needed areas for the target groups. Most of the lessons learned are expected to be expanded in the remaining phase and in the upcoming projects, and discussions have started with possible partners.
Targeted users / Beneficiaries	<p>Refugees and host communities</p> <p>Local stakeholders at the provincial level</p> <p>Central level partners</p>
Challenges /negative lessons - Causal factors	The limited duration of the project cycle appears as an important challenge that impacts on a realistic evaluation of progress in various activities. Also, the existence of too many activities / partners / objectives imposes difficulties in terms of promoting effective communication across the three components, particularly in COVID-19 context. A major challenge concerns COVID-19, which imposes significant difficulties in terms of conducting site visits and monitoring the progress.
Success / Positive Issues - Causal factors	The flexibility and openness of the Donor allows effective use of Project resources and transfer of budget for emerging priorities. Moreover, the partner support and cooperation, in line with the partnership strategy of ILO, facilitates activities, promotes flexibility in terms of adjusting to emerging needs, and speeds up reaching out to target groups. A crucial factor enabling success is the experience and know-how of ILO gained through previous project cycles, and the organizational learning of the Agency.



ILO Administrative Issues (staff, resources, design, implementation)	ILO should look for expanding its partnerships, particularly towards municipalities and workers' organizations in order to increase the effectiveness of interventions that emerge as lessons learned, which require significant collaboration at the local level in line with specific needs. The Agency should also look for upscaling its interventions to build up models in these areas, and promote its role in affecting policy-making processes.
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ANNEX IV. Emerging Good Practice Template

ILO Emerging Good Practice Template

Project Title: Decent Work Opportunities for Refugees and Host Communities in Turkey

Project TC/SYMBOL: TUR/19/02/USA

Name of Evaluator: Ayşe İdil Aybars

Date: 01/06/2021

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
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>1. Capacity-building provided in the field of digital technologies for refugee youth shows the interest of young people in this area, and thus the relevance of the activity. Also, participants continue to be supported after their graduations, as job placements following the trainings have also reached high numbers, and significant efforts have been made to bring the youth together with sector leaders.</p> <p>2. The study on refugee and host community NEET and the resulting awareness of the importance of focusing on various aspects of youth employment, through partnership with UNDP, has provided a significant added value to the Project.</p> <p>3. KIGEP has been influential in terms of increasing registered employment, and showed the importance of the expansion and wider application of the Programme. Efforts for the formalization of SMEs through technical and financial support would be worth expanding in the upcoming phase. Special attention needs to be placed on the financial needs of these enterprises after the formalization process, which can be supported through temporary incentive schemes similar to those provided under KIGEP.</p> <p>5. Combining green jobs and cooperatives, and these with refugees and women, appears as an innovative aspect, which can constitute a model for future interventions. The new model is being constructed with AMM, through a tripartite structure among ILO, the Municipality and the cooperative, based on a cost-sharing modelling. The ‘social and solidarity economy’ based cooperative, aiming to facilitate the access of women, refugees, persons with disabilities, etc. to the labour market, can be promoted as a model and expanded across Turkey.</p> <p>6. Establishment of a new partnership with the İBB offers an important potential to contribute to decreasing dependency on social assistance by promoting employment.</p>
<p>Relevant conditions and Context: limitations or</p>	<p>Efforts in terms of strengthening local government actors, capacity-building and empowering stakeholders are important to promote the sustainability</p>



<p>advice in terms of applicability and replicability</p>	<p>of the initiatives. The willingness and cooperation of local partners is important to ensure applicability and replicability of these interventions. It is argued that meetings have already started to take place with Mersin, Hatay and Şanlıurfa on establishing cooperatives as ‘green social solidarity enterprises’. It is also important to develop partnerships with NGOs, particularly those like Kodluyoruz which can constitute a role model for innovative interventions targeting refugee and host community youth. COVID-19 may impose further challenges in terms of conducting site visits and monitoring of progress in the last quarter of implementation.</p>
<p>Establish a clear cause-effect relationship</p>	<p>Experience with cooperatives has shown that the cooperatives are key to increase social cohesion, creating a joint working culture and increasing understanding among refugees and host communities, along with direct contributions to women’s empowerment.</p> <p>Strengthening local partners’ capacity to support employment services is important to localize and multiply alternatives to ISKUR, which already faces a significant workload and lack of staff.</p> <p>ILO’s efforts in terms of strengthening local government actors, capacity-building and empowering stakeholders are worth noting in terms of promoting the sustainability of the initiatives beyond the lifetime of the Project.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<ol style="list-style-type: none"> 1. Refugee and host community youth: More than 500 young people trained to develop digital skills. 2. Refugee and host community women: 37 cooperative partners in Meryem and 23 in Cemre Cooperative. 3. Refugee and host community employees and employers: Under KIGEP, 478 Syrian and host community members have been supported and 712 people were reached through one-to-one contracts with individual firms throughout 2020
<p>Potential for replication and by whom</p>	<p>The interventions have high potential for replicability, particularly through the collaboration with local government actors and NGOs, as well as workers’ and employers’ organizations.</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p>	<p>All emerging good practices contribute 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.</p> <p>They also contribute to the Programme of Support aiming to strengthen the labour market and business development environment through the stimulation of decent work opportunities for refugees and host communities, inclusive socio-economic growth and the reinforcement of the governance system and structures. I</p> <p>They are in line with the objectives of the Refugee Response Programme on improving the labour market integration and decent work opportunities for Syrian and non-Syrian populations and their cohesion with host communities, as well as strengthening the governance mechanisms and structures for this purpose.</p>



ANNEX V. List of Respondents

Name	Institution Type	Related Component
Özge Berber Agtaş, 23 February 2021	ILO	All
Billur P. Eskioğlu, 2 April 2021	ILO (PRM Team)	All
Salih Gökçe Görgeç, 29 March 2021	ILO (PRM Team)	Outcome 3
Özgür Azizoğlu, 1 April 2021	ILO (PRM Team)	Outcome 2
Gizem Karşlı, 31 March 2021	ILO (PRM Team)	Outcome 1
Bahadır Akın & Ayşe Turunç Kankal, 1 April 2021	ILO (PRM Team)	Output 2.5 & Output 2.6
Name	Institution Type	Related Component (Output)
UIGM Lütfiye Karaduman, 29 March 2021	Public partner	2.7, 3.1, 3.2, 3.4, 3.6, 3.8, 3.9, 3.10
SGK Ahmet Serdar Yağmur, 14 April 2021	Public partner	2.4, 3.4 Job referrals (work permit and SGK premium – KIGEP+)
United Work Enis Kösem, 14 April 2021	Private sector	2.2, 2.4
Adana Büyükşehir Belediyesi Adil Murat Vural, 21 April 2021	Public partner	2.5 & 2.6 Women Coop. & Green jobs
Cemre Kadın Kooperatifi Bayram Kök, 12 April 2021	NGO	2.5 Women Coop.
Oğuz Karadeniz, 21 April 2021	Excoll	3.4 SGK Trainings
Language facilitator Abdulaziz Muhammad, 16 April 2021	Excoll	3.7
Kodluyoruz Gülcan Yayla, 30 April 2021	NGO	
İstanbul Büyükşehir Belediyesi Simten Birsöz İnanç, 26 April 2021	Public Partner	
Beneficiary Group		Related Component (Output)



Kodluyoruz Association Bootcamp beneficiaries Gupse Iman Balkar, 5 May 2021 Alia Hamed Alrawi, 5 May 2021 Raouf Satto, 5 May 2021 Zaher Alali, 6 May 2021	1.1
ITC ILO training beneficiaries Meltem Anduse – İŞKUR, 6 May 2021 Enver Emre Aykın – TİSK, 6 May 2021 Berna Yazar – ÇASGEM, 7 May 2021	3.1
Meryem Woman Cooperative beneficiaries Derya Dizi Bozuk, 21 May 2021 Ayten Toygun, 22 May 2021 Effat Mohseni (İran), 21 May 2021 Hennen Gacar (Syria), 21 May 2021 Fatemeh Papolzai (Afghanistan), 21 May 2021	2.5



ANNEX VI. Data Collection Instruments: Sample Questionnaire

QUESTIONS FOR PROJECT MANAGEMENT / STAKEHOLDERS

1. Please introduce yourself, your institution and your role within the institution.
2. Please briefly describe the Project. How did you take part in it? Were you assigned or did you volunteer to take part?
3. What is the significance of the Project for your institution? What contribution(s) does (has) it provide(d)?
4. What are the responsibilities of your institution in the Project? Do you think the contribution of your institution was sufficient? Was your institution consulted during the planning and implementation stages?
5. Please describe your own specific role in the Project.
6. What kind of national and international needs does the Project respond to?
7. Who are the target groups of the Project?
8. What are the needs and priorities of these groups? (to be asked separately for women, children, and other specific groups)
9. To what extent do the Project activities respond to the needs of these groups? Please elaborate.
10. When you evaluate the Project in terms of responding to needs, what are its major strengths and weaknesses?
11. To what extent have the Project activities contributed to the overall objectives of the Project? What kind of contributions have they provided?
12. Was the Project subject to a regular M&E process? How do you evaluate the M&E mechanism? Do you think it has particular weaknesses? If so, how do you think these can be improved?
13. How do you evaluate the Project's resources (time, human, etc.) and the use of these resources? Do you think there are particular strengths/weaknesses? If there are weaknesses, how do they affect the Project and what can be done to improve them?
14. Do you think the Project stakeholders are sufficiently informed about the Project (its activities, objectives, outputs, other stakeholders, etc.)?



15. What kind of methods/tools are used for informing stakeholders? Do you think they are effective? If not, what can be done to improve this process?
16. Has there been a clear division of labour and definition of responsibilities for Project activities?
17. Do the stakeholders have sufficient information about each others' roles and responsibilities?
18. How do you evaluate your relationship with the donor / Project Team in this process? Were you able to get their support when you needed it? Are there any issues where you had difficulty in reaching support?
19. In your opinion, what can be done to make this cooperation more effective?
20. Do you think this relationship/cooperation is sustainable? Why/ why not?
21. What do you think of your relationship with Project beneficiaries in this process?
22. What can be done to make this relationship stronger / more effective?
23. Do you think this relationship / cooperation is sustainable?
24. Please briefly describe the communication strategy of the Project. Do you think the objectives / outputs are sufficiently disseminated? Which channels are being used?
25. How was the Project implementation affected by the pandemic? What kind of strategies were developed to mitigate the impact?
26. Do you think the Project has reached / is on the right track to reach its objectives? If you think there are gaps in this respect, what can be the reasons for this?
27. What do you think can be done to enable the Project to reach its objectives more effectively?
28. Please evaluate the Project in terms of gender equality and human rights. Are there any gaps in these respects? If so, what can be done to improve these?
29. Have you faced any obstacles / resistance during Project implementation? Please briefly describe. What can be the reasons for these obstacles / resistance points?
30. What do you think can be done to overcome these obstacles / resistance points?
31. Have there been any successes which you encountered during the Project and which can constitute good practices for upcoming projects? If so, what are they?
32. Have you meet any unexpected consequences / situations during the Project implementation? Please elaborate.
33. What do you think can be the Project's medium to long-run impact?
34. What can be done to ensure that the Project's achievements are sustainable?



35. Do you have any specific recommendations?

QUESTIONS FOR PROJECT BENEFICIARIES

1. Please briefly introduce yourself, the institution where you are working and your responsibilities.
2. Which Project activity have you participated in?
3. How did you take part in the activity? Who contacted you?
4. Please briefly describe the content of the activity.
5. Has this activity been sufficient / effective in meeting your needs / your institution's needs?
Why / why not?
6. How do you evaluate this activity? What were its strengths and weaknesses?
7. Have you ever participated in similar activities offered by different institutions? How do you compare those with the present activity?
8. What are your recommendations for future activities?



ANNEX VII. PROGRESS ACHIEVED AT THE LEVEL OF OUTPUTS/ACTIVITIES

Outcome #1: Employability of refugees and host community members as well as their resilience in the labour market strengthened through skills development trainings.

Output 1.1 focuses on increasing skills and competencies of refugees and host communities mainly through skills development interventions, including on-the-job training, Turkish language courses, basic labour market skills training and vocational training, along with public employment services and active labour market programmes. The original target of 3.000 beneficiaries were reduced to 2.370 in the 2nd Quarterly Report, and to 1.607 by the 4th Quarterly Report, due to conditions imposed by COVID-19, which necessitated a revision of these activities mainly as online programmes. As stated in the 4th Quarterly Report, 230 beneficiaries have been trained in software development technologies in cooperation with Kodluyoruz Association, through 5 sets of technical training, and 4 sets of upskilling training courses. The trainings were foreseen to be completed by January 2021.

As stated by the respondents, a key challenge for this Output has been the suspension of the originally planned face-to-face trainings due to COVID-19. In order to continue skills-development activities, a digital platform is in the process of being established in order to enable the online delivery of the training, in the form of an online learning management system (LMS). A pilot training of the Basic Labour Market Training Programme targeting refugees was conducted in February.

Moreover, in collaboration with Kodluyoruz Association, work is ongoing in the piloting of two main initiatives that could also be extended to different sectors, namely, (i) an online upskilling training program targeting women employed in the customer services sector, including data preparation and software testing courses for the application of artificial intelligence technologies; and (ii) training courses on advanced digital skills focusing on web development, mobile app development, data science and machine learning, targeting youth from refugee and host communities to increase their employability in high-value technology field.

It is highlighted, however, that there are elements that cannot be transferred to online platforms, mainly involving local partners, who are considered to be highly valuable for the Project, and who participate in all the decisions concerning the vocational training programmes to be delivered, the major gaps in the local labour force, etc. The COVID-19 conditions impose particular limitations in terms of collaboration with the partners for this Output.

Another important shortcoming concerns the delivery of online training courses in itself, which practically means that only vocational high school or university graduates are eligible to receive them. Therefore, there is the risk that the Project activities, under the conditions imposed by COVID-19, are rather able to reach more 'refined' groups, thereby not reaching the most vulnerable members of the target groups.

However, it is also important to note that the trainings with Kodluyoruz have been quite effective for the beneficiaries, as the Association makes a particular effort to follow up the trainings with job placements and distance-internship possibilities with the firms that they are in contact. They see their main mission not as the provision of training, but the subsequent job placements thanks to its wide and continuously expanding network with firms in the IT field, which is an important element contributing to the sustainability of the trainings. Also, the Association has the ability to reach wide audiences due to its young composition and active social media channels, which is confirmed by the interviews with the training beneficiaries, who mostly saw the ads in the social media. The main



problems stated by the Association in this respect concern language barriers (while this is attempted to be overcome through Arabic-speaking course assistants), different needs of the target groups (i.e., childcare needs while attending online courses), as well as unwillingness of firms to recruit refugee populations due to long waiting periods for legal requirements.

On the other hand, the beneficiaries underline that the training course has been very useful, particularly thanks to its online format which was time saving, supportive attitudes of teachers and assistants, complementary information on the job market and communications, encouragement of team work, and direction towards existing resources in the field, which has led them to continue to develop themselves after the completion of the training. On the negative side, this group also underlined the language barriers (they particularly thought that the training should be in English as this is the international language in the programming courses/material), the high workload and intensity of the courses, need for extensive complementary practice, high specialization level of the courses, lack of job placements in the end as the firms showed no interest in them. The profile of the beneficiaries confirms that this training appealed to a higher-educated and well-informed target group. Still, it provided a focused and specialized response to their needs, which they believe would help them in the job market.

A further and recent significant step in this respect has been the establishment of a partnership with Istanbul Metropolitan Municipality (IMM) during the mid-term evaluation process, comprising (i) the delivery of employment guaranteed vocational training courses, (ii) Turkish language courses, and (iii) support to regional employment offices to increase their accessibility by the refugees and other vulnerable communities. It was stated by the respondents that, in the framework of the agreement with IMM, vocational trainings are planned in two occupational lines, namely, motorcycle-couriers and call center workers, in line with demands coming from employers to the regional employment centers established by the Municipality. While online trainings are possible for the latter group, face-to-face trainings are foreseen to be more effective for motorcycle-couriers, which requires a delay in this activity. The third aspect, concerning regional employment offices, is also crucial for the Project, as the IMM is able to do 1.500 job placements a month, based on a mobile organization. The Project aims to support these offices through social workers and job counselors speaking Arabic and Farsi, as well as provision of 250 work permit fees, through a pilot implementation.

It should be noted that the ILO has been in an effort to implement the majority of the activities, at least focusing on certain aspects, during the pandemic. For instance, under this Output, a research study has been conducted on what the young people neither in employment nor in education (NEET) is doing during the pandemic (see below).

Output 1.2 aims to promote access of refugees and host community members to the apprenticeship programme. Two training and workshop programmes targeting trainers and teachers have been organized in the first quarter of the Project implementation. However, the activities under this Output have been suspended due to COVID-19, as stated in the 4th Quarterly Report. The target of beneficiaries, initially set at 1.250, was reduced to 880 by the second quarter, and to 594 by the fourth. Currently work is ongoing in collaboration with MoNE DG Lifelong Learning to develop new implementation methodologies, which will be applicable in line with COVID-19 precaution measures.

The relevant stakeholders underline that this Output has been one of the most affected and interrupted by COVID-19, as it was mainly based on identification of apprentices through the screening of contracted trainers of vocational training centers, which has not been possible during the pandemic. In addition, the launching of a large-scaled and well-budgeted apprenticeship initiative for refugees by UNICEF and Expertise France, with EUR 4 million FRIT funding, has been a major intervention in this respect, to which ILO has also contributed through its specialization and experience. The initiative aims



to strengthen the resilience and to improve the employment prospects of Syrian refugees and host communities through the provision of high-quality vocational education training and apprenticeship across 10 provinces in Turkey.

Output 1.3 focuses on strengthening sustainability of employment and social cohesion at workplace through the work place adaptation programme (WAP) designed by ILO Office for Turkey, which aims to increase the productivity of workplaces by promoting the integration of refugee and host employees and putting them in direct contact with firms. The Programme builds on cooperation with important brands to deliver a rights-based training to employees across their supply chains. The WAP includes sessions on labour rights, gender equality, peer learning, and intercultural activities. A first session was delivered in İstanbul to 18 beneficiaries in the service sector in the first quarter of the Project, which received positive feedback by both participants and employers. Due to the pandemic, a transitional implementation module has been developed, and the programme is currently being delivered through online platforms to smaller groups of people in cooperation with Inditex. There are also plans to develop an online module for this purpose, and efforts are ongoing to upgrade the available material and adapt them to online delivery as part of the digital learning initiative. With the finalization of this, WAP will also be promoted as a flagship project in other refugee-hosting countries.

It has been underlined by the respondents that the WAP is a significant ILO initiative, which was presented as a best practice in the Global Refugee Forum of 2020, using the strength of brands to promote rights-based learning for employees.

Outcome #2: An enabling environment for business development and economic growth promoted to generate more and better entrepreneurship and formal job opportunities for refugees and host communities

Output 2.1 aims to equip refugees and host community members to seize entrepreneurship opportunities. For this purpose, it focuses on the delivery of a series of training on entrepreneurship to equip refugees with skills to start micro enterprises or small income-generation activities, as well as supporting the entrepreneurs through the provision of complementary business planning services. This activity was also impacted by COVID-19, and there are plans to develop online solutions, while the initially agreed targets have been decreased from 350 to 150 beneficiaries. The revision of the indicators mainly aimed to save the budget due to the implications of COVID-19, and the funds were directed towards KIGEP Plus and the newly developed financial support programme to small enterprises (see below). The activities under this Output are currently suspended due to the pandemic, and have been postponed to 2021. As of the time when the evaluation is conducted, there are plans to launch a mentorship and micro-grant programme in collaboration with Konya InnoPark, and meetings are being held with other possible local partners. The objective is to support refugees to work in the existing ecosystems, and continue their interaction with these centers after the Project ends. The current focus, rather than providing a series of entrepreneurship trainings, is on promoting an integrated design bringing together entrepreneurship, mentorship and grant programmes.

On the other hand, the pandemic has also created an opportunity to use the budget allocated for this activity to address an emerging and urgent need. As the Project Team has been closely following the developments associated with the pandemic and the negative impacts at the local level, a decision was made, with the approval of the Donor, to transfer the 2020 budget allocated for entrepreneurship activities to Output 2.7, which envisages to provide financial support for local small businesses in the hardest-hit sectors.



Output 2.2 focuses on supporting the establishment of new enterprises and formalization of informal enterprises owned by refugees through business advisory services and financial establishment support, including micro grants. Most of the enterprises owned by Syrian refugees are operating informally. ILO collaborates with United Work under an Implementation Agreement with regards to the design and implementation of enterprise formalization supports in the target provinces, which were set as İstanbul, Gaziantep, Şanlıurfa, Adana and Ankara by the 2nd Quarterly Report. An important element of the Implementation Agreement with United Work is to identify refugee-owned businesses operating informally and provide technical and financial support for their formalization. This activity is now being implemented, in partnership with United Work, as the “Kayda Değer” programme, whereby field consultants are working closely with local partners, particularly Municipalities, in selected provinces to reach the right beneficiaries. As stated in the 4th Quarterly Report, the initial target of 130 beneficiaries under this Output have been reduced to 115. Still, this programme has been active, albeit progressing slowly, during the pandemic and, by the 4th Quarterly Report, 123 informal business units owned by refugees have been in their transition process, with 48 beneficiaries in Adana, 20 in Gaziantep, 5 in Ankara, 6 in Şanlıurfa, and 44 in İstanbul, and their expenses are being met under the programme. For the upcoming phase, the inclusion of non-Syrian refugees are considered, and further capacity-building activities for these units are planned, concerning business life in Turkey, available service providers for the businesses, legal procedures etc.

The support for the creation of new enterprises, on the other hand, is linked to Output 2.1 with a view to supporting the entrepreneurship training beneficiaries via business advisory and financial support mechanisms. In the upcoming phase, a grant programme involving micro-finance supports are being planned for the establishment of new enterprises, and this will be linked with the entrepreneurship trainings in Output 2.1.

It is emphasized by the implementation partners of this activity that this is one of the most challenging aspects of the Project, as the demand is acute but resources are limited. The main point is that even when the targets are rapidly and effectively met, there remains many more needs to be addressed and it is not possible within the logic of a project to solve the problems in the field, since there are 4 million refugees and targets do not come close to reflecting this. In this respect, it the major feedback appears as to expand the funding as well as the time allocated for this component, along with Output 2.4, and consider measures to promote sustainability.

Output 2.3 aims to improve SMEs capacities on sustainability, productivity and competitiveness through tailor-made and needs-based business development interventions. The focus of this activity is on refugee-owned enterprises, but it also aims to facilitate the relationship between Turkish and refugee-owned businesses through advising on better visibility of their capabilities, products and service offerings, as well as the encouragement of refugee-owned businesses’ participation to the national fairs to support their business integration in the Turkish market. Specifically, this activity aims to design and deliver capacity-building trainings on sustainability and productivity. The COVID-19 outbreak, however, has also affected this Output, and ILO is closely following the changing operation environment and needs of the enterprises, which implies a revision of the content of the activities and work plans. In this context, new tools such as online training and mentorship options are being investigated to support the resilience of the enterprises and business continuity in the context of crises, along with new partnership opportunities in order to implement capacity-building activities. The 4th Quarterly Report states that business development trainings are being considered through partnership with Adana Metropolitan Municipality, United Work, İstanbul Apparel Exporters’ Association (IHKIB) and İstanbul Mineral and Metals Exporters’ Association (IMMIB).

As indicated in the 4th Quarterly Report, the ILO is cooperating with Adana Metropolitan Municipality to organize informative seminars targeting small businesses. In this respect, there are plans to conduct



three seminars towards the local business owners on topics such as acquiring municipal permits, OSH-related liabilities, work permits, as well as available government incentives. Additionally, in line with the Activity 3.7, in cooperation with Istanbul Apparel Exporters' Association (IHKIB), social compliance audit trainings are planned to be delivered to enterprises in other project provinces than Istanbul. Extending these trainings towards other sectors, such as Metal Exporters (IMMIB) or the plastic sector, are also under consideration. Work is ongoing for the preparation of the Social Compliance booklets for the plastic sector, which is expected to be followed by trainings for the members of these Associations. The social compliance trainings aim to increase the capacity of companies in supply chains on social compliance and internal audit procedures, so that they meet international standards.

Output 2.4 aims to increase employment of refugees and host community members through job referrals. Specifically, it focuses on supporting workers, entrepreneurs and enterprises through referrals for formal job placement through the provision of financial incentives. In the context of COVID-19, Employer Incentive Programmes, consisting of provision of technical and financial support to employers and employees for transition to registered employment, have been promoted in collaboration with SSI, DGILF, local chambers, and United Work. As part of the agreement between ILO and SSI on the new phase of the Transition to Formality Programme (KIGEP Plus) 478 Syrian and host community members have been supported under this Project. The Programme has so far reached 478 beneficiaries in collaboration with SSI, and 712 people through one-to-one contracts with individual firms throughout 2020.

While ILO and SSI have also agreed on the amendment of KIGEP Plus to include non-Syrian refugees, another incentive programme under this Output, namely "Kayıtlı İstihdama Katılım Projesi" (KİKA), aims to promote the formal employment of specifically this group. This programme has been designed in Eskişehir, Denizli, Adana and Mersin in partnership with United Work, and aims to provide job referral supports to employers and non-Syrians who are seeking jobs. As of the 4th Quarterly Report, 18 work permit applications have been directed to the DGLIF; and 6 companies (2 in Eskişehir, 2 in Bursa, one in Yalova and one in Bursa) have sent their formal applications to the ILO for the employment of 15 non-Syrians. In addition, 15 host community members will also be benefiting from the Programme. Moreover, the micro-finance support programme aims to support 1.000 small enterprises owned or partnered by refugees with 5.000 TRY (see below).

In response to the demand from the implementing partners and needs of the enterprises, the budget and indicators for this Output were increased, and with the approval of the Donor, the original target was increased from 1.100 to 2.146 beneficiaries in total. In 2021, this activity is expected to support additional 750 Syrian, 100 non-Syrian and 850 host community members. It is emphasized by the Project partners that the interest in this activity is really high, and it is crucial in terms of both its contribution to the state budget and the promotion of the social rights of refugees. It is also suggested that the programmes would be more effective if sector- or province-based specific activities and targets are established, and language facilitations can be provided for the certification processes of refugees, which can be considered in the upcoming period.

Output 2.5 aims to establish new women's cooperative(s) and improve existing ones. Building on ILO's global and national expertise in facilitating the establishment and management of cooperatives as a means of providing decent work/self-employment opportunities, this activity aims to provide technical support for the establishment of women's cooperatives. At the same time, it also aims to assist existing women's cooperatives with technical information and equipment, in order to enable their access to livelihoods and strengthen their resilience in the labour market.

In this respect, the establishment of women's cooperatives, not only to promote women's economic empowerment, but also to enhance solidarity and social cohesion between refugee and host



communities, has long been on the agenda of the ILO since the previous phases of the Project, and the establishment of Sada Women's Cooperative in Gaziantep in collaboration with UN Women in 2019 was a major step in this direction. This experience has inspired the current cooperative initiatives and provided important lessons that the current Project has benefitted from. Steps had already been taken with Adana Metropolitan Municipality (AMM, formerly Seyhan Municipality) through the previously implemented two PRM-funded projects. With the facilitation and technical assistance of the current Project, the establishment of Meryem Women's Cooperative in Adana was completed in July 2020, with the aim to provide sustainable livelihood opportunities for its host community and refugee members. The cooperative is initially composed of 135 beneficiaries, consisting of 50% host community members and 50% refugee women (Syrian, Iranian and Afghan refugees). Women in the cooperative are mainly involved in agricultural production, harvesting seasonal vegetables and mushroom; as well as the production of face shields and masks in the context of COVID-19. It is reported by the relevant stakeholders that the production of face shields in 3D printing were not found to be effective as it was slow and raises questions about decent work standards, so the production in this line has now switched to gifts and souvenirs specific to Adana. It is underlined that mask production has been particularly successful and many contracts are being made with potential buyers. ILO has supported the cooperative to obtain a grant of TRY 145.000 from the Ministry of Trade (MoT), which enabled it to purchase agricultural machines and equipment to enhance its production capacity. Activities in the cooperative started with on-the-job trainings in agriculture, which have not been affected by the pandemic as they were conducted outdoors.

ILO is also in close contact with Cemre Women's Cooperative in Eskişehir, which has 25 women members, 12 of which are from refugee population. This Cooperative has also received a TRY 88.500 grant from MoT and 36.700 from Sivil Düşün Programme, significantly contributing to its capacity in terms of equipment and visibility. The Cooperative mainly focuses on the production of ties, scarves, leather bags, accessories and home textile in various categories from economic to luxury. It is important to note that the Cemre Women's Cooperative was established with ILO technical and financial support during the previous phase of PRM funding. The support provided by ILO covered a variety of areas from financial literacy training to provision of equipment and machinery. During the pandemic, ILO has continued to its support, this time mainly through sharing the accumulated knowledge of ILO Cooperatives Department. All this has led to a significant capacity on the part of the Cooperative, so that they were able to deliver an online training to 80 professionals from Kızılay, which are planned to continue in the upcoming period. With ILO technical support, trainings on referral to existing state support, mediating, problem-solving, digitalization, e-marketing, have taken place in 2020, which are expected to continue throughout 2021. The Cooperative has also been actively conducting promotion work to attract more partners, including video shootings, booklets and other visibility material. It has created its own brand, and has already established agreements with e-commerce platforms to sell their products. As of February 2021 Project data, the numbers cooperative partners have reached 37 in Meryem and 23 in Cemre Cooperative.

Nevertheless, it is underlined by relevant stakeholders that the daily fees paid to cooperative members remain the same for a long time and are quite insufficient to meet their needs. Moreover, most of their services have been interrupted by the pandemic, including shuttle buses for transportation, food, creches, etc. On the other hand, ILO support is widely acknowledged among relevant stakeholders, and in particular its efforts to present best cooperative practices from across the world, based on ILO expertise in the field, is praised. The solidarity and cohesion aspect of the cooperatives is the most emphasized point across all interviews. A final important note in this respect concerns the fact that there is a concrete willingness to expand the work of cooperatives towards green jobs and to investigate possibilities in this respect. These issues are important to be considered for the upcoming phase.



Negotiations have also been underway with IMM, and the feasibility of establishing a Cooperative Incubator Center within IMM is being assessed with a view to building capacity and raising awareness about cooperatives and cooperative movement. It was stated by the respondents that the Project will provide support to this Center through trainings, to reach 500 women, on access to digital markets, marketing and financial literacy, with the expectation to promote refugee partners and members. ILO will also support the initiative through a pool of experts in multimedia, agriculture, social media, e-commerce etc., to be deployed according to the needs of the cooperatives.

Meetings have also been organized with UNDP, MENTORKOOP, OSTIMTECH Student Cooperative, and Innovation for Development to find out further cooperation opportunities. This Output also focuses on promoting information and awareness on women's cooperatives, based on an identified lack of knowledge and misunderstandings on the issue. Infographics and informative documents to be shared online, one on the importance of cooperatives and a second on 20 steps to establish cooperatives, have been prepared and translated into four languages for this purpose. These will also be prepared as printed brochures and disseminated across venues frequently visited by refugees, such as Kızılay community centers, municipalities, women's centers, etc. There are also plans to organize a series of webinars on cooperative advocacy and capacity-building. One such webinar has recently been held, based on a prior survey sent to cooperatives aiming to identify the needs for information and capacity. It has brought cooperative members together with MoT, SSI, ISKUR, DGILF, Ministry of Agriculture and Revenue Administration, which addressed the questions raised spontaneously. This was important as it revealed the gaps in existing legislation and triggered a process of reflection in this respect. The webinar has also revealed that there was no available guidebook on cooperatives, which is now being prepared by the MoT and SSI, and will be disseminated by ILO as an important reference document.

Output 2.6 focuses on rolled-out green job related pilot programmes towards refugees and host community members. The Project places a specific emphasis on the promotion of green jobs creation and job placement in green economy and agriculture, and foresees pilot programmes on green economy. For this purpose, it aims to support employers working in green economy and agriculture through financial and technical assistance to enhance the creation of green jobs for the target groups. This activity is based on the close cooperation with AMM through the women's cooperative under Output 2.5, placing a special focus on women's access to livelihoods, which currently constitutes the only pilot programme being implemented in the field of greenhouse cultivation. As set out in the Project data of February 2021, this activity has so far reached 135 beneficiaries. The ongoing activities under this Output include:

- Promotion of employment in green economy and agriculture through greenhouse and open agricultural production on 56,000 Sqm land provided by the AMM,
- Support to livelihoods of refugees and vulnerable host community members through on the job training and income generation, and
- Support to COVID-19 response through production of personal protection equipment such as face masks and face barriers and contribution to food security.

COVID-19 outbreak has also entailed significant limitations for this Output, as it imposes risk on the implementation of planned face-to-face trainings, and necessitates revision of existing tools and modalities. Still, in Adana, the trainings and activities were executed as planned in open air settings and/or with high precautionary measures to protect the participants.

Output 2.7 was not in the original proposal, but added during the pandemic with the approval of the Donor and in coordination with DGILF. It aims to provide financial assistance to small enterprises (employing 1-5) owned by refugees and host community members to increase their resilience against



COVID-19 impact on their businesses. This activity appears as a significant seized opportunity to mitigate the effects of the pandemic within the budget and scope of the Project.

The main partners of this activity are the Confederation of Turkish Tradesmen and Craftsmen (TESK) and DGILF. However, ILO is currently in search of a new partner, as no progress was achieved due to external factors, and negotiations are currently held with INGEV for this purpose. On the other hand, the delay in implementation is rather perceived to be caused by the pandemic by the partners, and a renewed effort for progress is also noted. As stated in the 4th Quarterly Report, discussions with partners continue, and the Programme is expected to start in the first quarter of 2021, with the aim to reach 2000 enterprises (1.200 host community, 800 owned by refugees) in Ankara, Izmir and Istanbul. With the BPRM contribution, 1200 of them will be supported with one-off cash payment of TRY 5.000. The sub-sectors to be supported are identified as coffee houses for host community members, while there are no sectoral restrictions for refugee-owned enterprises. TESK and its member local Union of Chambers, specialized local professional Chambers will be supporting the implementation of the Programme in the front line at the field level.

Outcome #3: Labour market institutions and mechanisms strengthened to improve governance and implementation of inclusive labour market policies protecting the rights at work of refugees and host communities

Output 3.1 aims at strengthening the capacity of relevant government institutions and employers' and workers' organizations with respect to refugees' access to labour market and building resilience. In this respect, the main focus is on the delivery of tailored training activities in collaboration with national and international training institutions, consultants, as well as ITC-ILO training programmes, with the aim to strengthen the capacity of relevant labour market institutions, including DGILF, SSI, ISKUR, MoI, MoJ, TURKSTAT, relevant DGs of MoNE, as well as employers' and workers' organizations, private sector, exporter associations, chambers and union of merchants at local level.

This activity has also been affected by the pandemic as, starting from the first quarter of implementation, delays and cancellations occurred in the face-to-face ITC training programmes in Italy, which led the Project Team to look for online solutions. By the 2nd Quarterly Report, the initial target for this activity was decreased with the approval of the Donor from 30 to 14 beneficiaries, and by the 4th Quarterly Report, to 8 beneficiaries in total.

By the last quarter of implementation, 4 participants from DGILF, TURKSTAT and ISKUR were assigned by these institutions to attend the ITC e-learning course on "Measuring and Analyzing Labour Migration" held on 26 October – 4 December 2020 in order to increase their capacity on collection and measurement of data on labour migration. By April 2021, training has been provided for 7 people from TİSK, TÜRK-İŞ and ISKUR, with 3 more people in the pipeline for upcoming ILO-ITC training programmes.

The beneficiaries of the ITC trainings interviewed have emphasized the quality and intensity of the programme, the professional and academic qualities of the trainers, their supportive and responsive attitude, availability and accessibility of a wide range of resources on the topic, provision of regular assignments allowing to monitor progress, availability of recordings of courses, as well as support provided by ILO across the whole process. The main limitations, accordingly, are mentioned as the high specialization and technical nature of the trainings (making it difficult to apply to day-to-day work), lack of prior information about the content, lack of direct relevance to one's actual occupational position, need for a more effective selection process in terms of occupational needs, lack of



differentiation of knowledge levels among participants, as well as insufficient interaction opportunities.

Output 3.2 aims to strengthen the capacity of relevant government institutions on labour migration statistics. It focuses on supporting knowledge and data sharing among stakeholders, particularly building on the ongoing and joint national efforts by TURKSTAT, DGMM, MoFLSS and relevant public institutions to compile and analyze reliable and comparable data; and contributing to a better understanding of the concepts of the labour migration statistics.

This Output has also been affected by the pandemic, which necessitated a revision of activities and development of alternative solutions. In this respect, while a series of workshops were originally planned, a decision was made to hold two webinars instead in 2021. The initially agreed target for this activity was thus decreased with the approval of the Donor by the 2nd Quarterly Report from 2 workshops with 400 participants to 1 workshop 200 participants, and its budget was transferred to Output 2.7.

Output 3.3 aims to strengthen the capacity of the judiciary for the enforcement of the Law on Foreigners and International Protection, and the subsequent Temporary Protection Regulation as well as Work Permit Regulations for international protection applicants. Thus, in order to ensure compliance with labour legislation and international labour standards, this activity focuses on enhancing the capacity of the judiciary on labour and social security rights of refugees and host communities in Turkey. This activity builds on the training programmes developed by ILO Office for Turkey specifically for judges, social security auditors, labour inspectors, and SSI experts. It also aims to bring together these actors through the trainings, so as to enable knowledge sharing among key stakeholders.

For this purpose, a Protocol was signed between the Justice Academy and ILO Office for Turkey in August 2020 for the development and delivery of the training, first in the form of a ToT, which is planned for the second quarter of 2021. However, a decision could not be reached on whether the training would be online or face-to-face, while the latter format is preferred by the stakeholder. Therefore, this is another Output impacted on by COVID-19, which necessitated a revision of activities and targets (which was decreased from 175 to 130 beneficiaries with the approval of the Donor by the second quarter of implementation).

Output 3.4 aims to strengthen the capacity of inspection/audit personnel of relevant government institutions, through a similar series of training for labour inspectors on the implementation of Social Security and International Protection Law. While meetings were held with the labour inspectorate and SSI in the first two quarters of the Project implementation in order to plan for the trainings, this activity has also been affected by COVID-19 and needed to consider alternative modalities. On the other hand, the pandemic has also led the Project Team to consider updating the content of the training module to reflect the effects of COVID-19 on informality and labour inspection. The decision was made to conduct online trainings by the 3rd Quarterly Report, and the first round of training, on formal employment of refugees and host community members in Turkey, and COVID-19 measures taken by the various countries' social security systems, was delivered to 26 SSI experts in December 2020. More trainings for SSI inspectors and audits are planned for 2021, and discussions with relevant stakeholders, who rather think that face-to-face trainings would be more effective, continue. It has been emphasized that online trainings do not give much possibility for interaction, and leads the participants to refrain from asking questions due to the sensitivity of issues. The original target for this activity has been decreased from 215 to 150 beneficiaries, and so far it has reached 26 beneficiaries. The relevant stakeholders have underlined the need to carry out impact analysis for this Output in order to promote evidence-based measures and disseminate best practices in the upcoming cycles.



Output 3.5 aims to increase awareness of refugees and host community members on occupational safety and health (OSH); as well as to increase the capacity of OSH Professionals (Occupational Safety Experts and Physicians on OSH). It mainly entails trainings on raising awareness of refugee and host communities on OSH (to reach 322 beneficiaries), at the same time as targeting OSH professionals (targeted as 25 beneficiaries) of companies employing refugees and host community members in order to overcome barriers that prevent refugees to understand safety instructions at the workplace. This Output also envisages the preparation and dissemination of visual training manuals amongst OSH Professionals who have the authority to deliver OSH training to employees.

However, it has been underlined by the respondents that this has been the least active element of the Project during the pandemic, and its goals are rather attempted to be achieved under the WAP activity of Output 1.3. This is mainly because OSH training was originally conceived to be complementary to vocational trainings to be carried out under Outcome 1, which could not be widely started due to COVID-19. Still, the pool of external collaborators has been prepared, and it is planned to be conducted both physically and online, through the Learning Management System, in the course of 2021. Also, it is indicated by the relevant respondents that this is a component of collaboration with Municipalities, and AMM already provides OSH training to its staff, thereby contributing to the attainment of targets.

Output 3.6 on increased capacity of certified accountants and other relevant personnel entails trainings and seminars towards certified accountants in project provinces so as to increase their knowledge and awareness on the procedures to apply for work permits for refugees. Thus, this activity aims to support national and local efforts in the area of transition from the informal to the formal economy. The trainings foreseen under this Output had to be cancelled during the previous quarters of the Project due to COVID-19, but they are planned to be shortly conducted online in collaboration with DGILF and Chambers of Certified Public Accountants in target provinces.

Output 3.7 aims to increase the capacity of public institutions and/or chambers of commerce and industry in delivering labour-related services towards refugees. For this purpose, it aims to assign language facilitators to these institutions in order to enable refugees and host community members to receive information and guidance on how to access decent work opportunities in the project provinces, and a pool of language facilitators has already been established. As of the 4th Quarterly Report, language facilitators have been deployed to GESOB in Gaziantep, and an Implementation Agreement was signed with United Work, which has already performed the procedures for the assignment of language facilitator consultancy in ADASO. In 2021, 6 more institutions are planned to be supported, and investigations are ongoing with local partners. Also, there are currently plans to expand this activity towards public partners and place language facilitators in these institutions.

Output 3.8 focuses on increasing knowledge and experience sharing among governmental institutions as well as workers' and employers' organizations. It aims to organize a series of informative seminars/workshops at local, national and international levels, for the representatives of workers' and employers' organizations on their role to protect refugee workers' rights. As part of an SSTC initiative, a tripartite and technical cooperation is planned between Turkey and Colombia, on the basis of their similar dynamics in terms of the volume of the refugee influxes and intervention modalities, to provide social partners with a platform to exchange knowledge and experiences on how to promote access to decent work for refugees and migrants in countries affected by large-scale displacement. However, the planned study visits, workshops and the conference under this Output have been postponed to 2021 due to the pandemic. Nevertheless, it is indicated by the respondents that two webinars have been organized so far, in order to provide the tripartite constituents from Colombia and Turkey the opportunity to meet virtually and discuss approaches supporting migrants' and refugees' access to the labour market in times of COVID-19. The webinars are expected to will in a report that will focus on mutual learning.



Output 3.9 aims to promote working conditions of workers within supply chains in two sectors, with the aim to increase social compliance in supply chains. The activity focuses on enhancing voluntary compliance and social audits in specific sectors in cooperation with sectoral alliances through the development of compliance guides and their dissemination in enterprises employing refugees. It also supports dissemination of information and compliance campaigns towards refugees, the general public and the private sector in order to increase the visibility of the Project. In the previous phase of the PRM support, this activity focused on textile, and a comprehensive booklet was prepared for this purpose, while now the focus is on the plastic sector. An extra sector is also being targeted, and a study is being conducted to identify the sector, including construction and food. The preparation of the booklets will be followed by training activities. This activity is connected with Output 2.3, based on cooperation with IHKIB on implementing social compliance audit trainings, extending these towards other supply chains such as metal exporters or the plastic sector, and preparation of booklets for the plastic sector.

Output 3.10 aims to increase knowledge and data base on four labour-related areas, to be promoted through assessment studies, including: (i) Effects of foreign labour force in the labour market, (ii) Situation of child labour and its incidence in 3 target provinces, (iii) Young refugees' access to apprenticeship programme and its impact on employability, and (iv) International good practices on job creation in green economy and an assessment of green jobs. By the fourth quarter, the last one of these studies, entitled "Providing Inclusive Employment for Refugees and Host Communities in Turkey through Green Jobs Assessment Report of Potential Pilot Projects in Selected Provinces," has been completed. The delay in this activity has been mainly caused by the pandemic, which placed restrictions on the research that was planned to be conducted through face-to-face interviews and site visits. For the second study on child labour, meetings and assessments have been carried out to identify the provinces where it needs to be conducted, and it is expected to start in 2021, along with the third assessment on the apprenticeship programme.

Output 3.11 aims to increase awareness of refugees and host communities on labour rights and their access to labour market, which is considered as a cross-cutting activity involving communication, awareness and visibility. It focuses on increasing awareness through informative, promotional and visual materials, including video shootings and/or animations, as well as workshops with local/national journalists to promote production of positive media content about the refugees. By the fourth quarter, collaboration was developed with the Directorate General of Occupational Health and Safety (DGOHS) of MoFLSS for the translation of informative materials on COVID-19 regarding the preventive actions to be taken at workplace level. The communication strategy of the new program on Micro Finance Support to Small Enterprises has also been prepared and shared with DGILF, and financial arrangements have been made to produce high quality visuals for the target audience.