



International
Labour
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► Synthesis reviews & meta-studies

► **Development Cooperation Projects
by ILO Office for Türkiye
2018-2022
Synthesis Review Report**



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► Table of Contents

List of Abbreviations	iii
------------------------------	------------

1. Executive Summary	1
-----------------------------	----------

2. Background of ILO Office for Türkiye's Programmes and Projects	5
--	----------

3. Purpose and Scope of the Synthesis Review	9
---	----------

4. Criteria and Key Questions	11
--------------------------------------	-----------

5. Methodology	13
-----------------------	-----------

6. Key Findings	15
------------------------	-----------

7. Conclusions	24
-----------------------	-----------

8. Lessons Learned and Emerging Good Practices	26
---	-----------

9. Recommendations	32
---------------------------	-----------

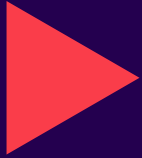
Annexes	35
----------------	-----------

Annex I – List of Evaluation Reports	36
--------------------------------------	----

Annex II – Criteria and Questions	37
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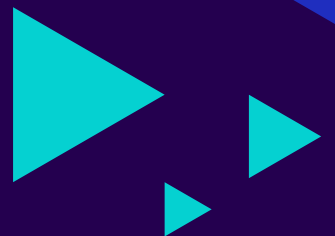
► List of Abbreviations

3RP	Regional Refugee and Resilience Plan
CAOBISCO	Association of Chocolate, Biscuit and Confectionery Industries of Europe
CASGEM	Labour and Social Security Training and Research Centre
DC	Development Cooperation
EQM	Evaluation Question Matrix
EU	European Union
EUTF	European Union Regional Trust Fund
EVAL	ILO Evaluation Office
GCR	Global Compact for Refugees
ILO	International Labour Organization
ILS	International Labour Standards
IMF	International Monetary Fund
ISKUR	Turkish Employment Agency
KfW	Kreditanstalt für Wiederaufbau
LFM	Logical Framework Matrix
M&E	Monitoring and Evaluation
MoLSS	Ministry of Labour and Social Security
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OSH	Occupational Health and Safety
SDG	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
SSI	Social Security Institution
ToR	Terms of Reference
TURKSTAT	Turkish Statistical Institute
UN	United Nations
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNEG	United Nations Evaluation Group
USA	United States of America
US PRM	US Department of State, Bureau of Population, Refugees and Migration



1

Executive Summary



► 1. Executive Summary

Background and Methodology

In line with the objective of “to guarantee the core elements of social justice, which are respect for human rights, decent living standards, human working conditions, employment opportunity and economic security for working people everywhere,” the main ILO policy areas in Türkiye are identified to be Child Labour, Women’s Employment, Youth Employment, Social Dialogue, Occupational Health and Safety. ILO Office for Türkiye has been implementing three major programmes to address specific challenges under these policy areas. Refugee Response Programme is for supporting refugees in Türkiye and host communities gain a living in decent working conditions. More and Better Jobs for Women Programme aims to promote women’s access to employment opportunities and improve women’s working conditions. In collaboration with private institutions a PPP Programme, Elimination of Child Labour programme has been implemented for elimination of child labour and increasing children’s access to education.

This report is prepared as the result of the synthesis reviews of 16 projects implemented by ILO Office for Türkiye in the last 10 years. The purpose of this study is to contribute to organizational learning, provide guidance to ILO constituents on future work and to strengthen the capacity of the Office to make evidence-based decisions originating from the findings of evaluation reports by identifying successful interventions and key factors that explain this success, the challenges impacted on the results and the areas in need of improvement in design and implementation of projects. The core ILO cross-cutting priorities, including gender equality and non-discrimination, promotion of international labour standards, tripartism and social dialogue were considered during the review. The OECD-DAC evaluation framework was used to appraise the relevance, coherence, efficiency, effectiveness, impact, and sustainability.

To achieve the intended outcome, a desk review of evaluation reports was conducted and further sources of information such as ILO reports, policy documents and web sites were utilised. Following the desk review, online interviews with representatives of project teams were conducted to discuss the main findings and discuss ILO’s perspective on some issues identified.

Key Findings

Both globally and locally, ILO and ILO Office for Türkiye has relatively long history and accomplished outstanding achievements in the problem areas addressed by the interventions under this study. When superimposed with their close working relations with the local constituents, the relevance of all actions taken is ensured. Design of the interventions is coherent, the outputs and outcomes are well defined and, in general, indicators are properly selected.

Conditions ensuring relevance hold true for coherence as well. ILO Office for Türkiye’s close collaboration with public and international institutions and its acquaintance with national and regional policies and strategies safeguard the coherence of the projects with the local context and other initiatives. Driven by this comparative advantage, ILO even inspires its partners to design and implement similar interventions.

All evaluation reports confirm that the immediate objectives are reached with the implementation of the projects. Project achievements are in line with market needs and support an enabling environment. Many unintended positive results are observed ranging from contributing to social cohesion while targeting improved employability, to creating awareness on labour rights while delivering health and safety training. Project teams rapidly revised their approach to respond to the COVID-19 incident and major

deviations in the course of the projects are not observed. Special interest was paid for the involvement of ILO constituents in all projects and their active participation in most activities were obtained. It is also observed that gender mainstreaming is an integral part of project cycle management in all projects. Gender dimension is very successfully addressed in ILO Projects in Türkiye and there is hardly a room for improvement as far as gender equality is concerned.

Efficiency of projects is generally evaluated to be high. Delays in some deliverances have been observed from time to time mostly because of the measures taken under the COVID-19 pandemic. In such cases, project managements made timely arrangements and the overall outcomes are not much effected. Partnering with institutions such as municipalities who implement similar activities with similar objectives, effective collaboration with private sector institutions, channelling employment and entrepreneurship support activities to women's cooperatives are the most successful strategies in terms of efficiency. Resources are used economically, and the outputs are delivered in a timely way except for some activities coincided with the measures against the COVID-19 pandemic. Evaluation reports frequently state that project activities are planned to be ambitious causing high work load on the Project staff. ILO management is aware of the issue and try to share the work load with implementing partners to the most possible extent.

Monitoring and evaluation of DC projects are in general found to be adequate. Although appointment of an M&E officer initially foreseen was not possible in a small number of projects, the overall M&E functionality is not much affected. In all of the evaluation reports, ILO's support is at political, technical and administrative levels are found to be very satisfactory. The same may not hold for national partners, especially for public institutions. Although involvement of project partners is ensured during implementation of the projects, sense of ownership from their side is not always at desired level.

Considering Türkiye's vast and heterogenous geography, high population, and the seriousness of the issues that are being addressed, it is not realistic to expect to achieve sustainable results with projects at this scale. Therefore, some projects are built to ensure sustainability of previous projects. Although this is not an ideal way of achieving sustainability, it is inevitable to adopt such a strategy since it is not possible to build a permanent capacity in public agencies which should be usually responsible for sustainability of the achievements.

The DC projects reviewed made necessary adjustments to adopt to conditions imposed by the pandemic. Therefore, no important effect is foreseen on their sustainability. Considering that unemployment and school leave are among important effects of the pandemic, ILOs interventions addressing these issues will continue to contribute to post-pandemic responses.

It is observed that participation of women and men to project activities to the most possible extent is a common practice in all projects reviewed. In some projects, specific tools such as designating a gender focal point in each organization participating to the project is demonstrated to have considerable contribution for adding a gender perspective to project activities. The fact that majority of the project team members were women, and they have high level of awareness and consciousness about the gender issue, is the most assuring factor about alignment of project activities with gender equality.

It is observed that many projects contributed to ILS promotion. ILS is embedded in almost all trainings delivered in the reviewed projects. Design of all projects mainstreamed social dialogue by taking utmost care on bringing together representatives from government and employers' and workers' organisations to take collective actions for the targeted objectives. Establishing social dialogue was very successful in some projects while participation from the workers' representative side was limited in some cases. The projects are also observed to be mainstreaming environmental aspects where employment effects of climate change and green economy were studied and building skills for green jobs were targeted.

Conclusion

All the projects reviewed are assessed to be professionally designed and implemented. ILO's international and local experience and close working relations with relevant public agencies extremely contribute to the relevance and coherence of the projects. It is also observed that ILO selects the right people for the implementation of projects as project staff or as implementing partners. Staff's commitment to their work, not just as part their regular duties, but because they deeply believe in the benefit of what they are doing is highly visible. The sustainability of the project outcomes mostly rely on ownership of the relevant public institutions or follow-up projects of ILO.

Most of the projects coincided with the Covid-19 outbreak and the planned activities were affected by the worldwide and local measures taken. Response of the project teams were quick and effective and not much deviation was observed in the targeted outcomes.

Lessons learned and good practices for future

Many lessons learned can be drawn from the projects. Improving project management capacity of implementing partners through projects, developing and implementing follow up projects to contribute to sustainability, concentrating more on outcomes rather than outputs for increased effectiveness and efficiency, success of sectoral approach in improving social dialogue, facilitating communication between institutions and among target groups through project activities, critical importance of partners in project achievements, clarification of roles and responsibilities of project partners from the very beginning of the projects, delivery of trainings by speakers of the native language of target groups, utilisation of existing networks and opinion leaders for more effective outreach, acknowledging importance of cooperatives for improving effectiveness and sustainability of projects, and comparative receptiveness of women to personal development and entrepreneurship are among the main lessons learned.

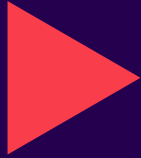
Good practices to be replicated can be summarised as focusing on developing ecosystems, establishing partnerships with private sector for improved sustainability, utilisation of social support centres and schools as means of securing safety of working children, inspiring partners to improve their HR policies, organisation of social events to develop a sense of solidarity among the target groups, workplace mentorship as an effective tool for work adaptation, role of municipalities in reaching target groups, pairing vocational training with SDGs. A good practice of communication strategies and utilising effective communication tools is collaboration with persons having higher visibility in public. In two on-going projects, ILO contracted Actors' Union of Türkiye for receiving support of their members. If the impact created by this initiative proves to be strong, this approach may be more frequently used in future projects.

Recommendations

- ▶ In order to improve effectiveness of the projects and to strengthen tripartism, closer ties need to be established with the labour unions. Creative ways of collaboration need to be sought to better integrate unions to ILO activities.
- ▶ Intervention design should link project outputs to project outcomes more strongly defining performance-based indicators to measure developed capacities. Activities for measuring the capacity level of the target group, before, during, and at the end of the project can be included in project design. It can also be considered to implement long term results monitoring and/or impact assessment studies to follow up the outcomes of the projects.

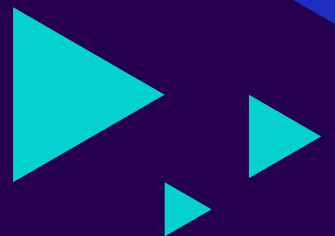
- Communication strategies developed under the projects should take into account the communication gap among the local actors and should propose activities to establish effective communication channels between them.
- ILO should pursue existing engagement with constituents to a higher level to encourage and even provoke them to change their attitudes, increasing their sense of ownership, responsibility, and accountability.
- Intervention mechanisms to support and encourage public institutions to be more effective in monitoring of school attendance should be considered.
- Share of project outcomes with a wider spectrum of stakeholders and exposing them to a wider range of activities will increase their ownership of support project achievements.
- ILO should continue to prioritise cooperatives as main actors of economy in creating employment and encouraging entrepreneurship.





2

Background of ILO Office for Türkiye's Programmes and Projects



► 2. Background of ILO Office for Türkiye's Programmes and Projects

Türkiye is an upper middle-income developing country with high levels of urbanisation. According to a recent press release of Turkish Statistical Institute (TURKSTAT), there are nearly 85 million population¹, consisting of 42 million 428 thousand male and 42 million 252 thousand female, residing in the country. Child population in the 0-14 age group represent nearly 22.4% of the population, making Türkiye one of the youngest populated countries among OECD countries and in the in European region. The proportion of the working age group, 15-64 years old, is 67.1% of the population. Another aspect of those statistics indicate that the young population, which seem to be the potential for future development of the country are experiencing some problems. Türkiye is experiencing one of the highest youth unemployment rate and highest NEET² rate among the OECD and European countries. When studied carefully the situation is even worse to the disadvantage of women, where they experience the unemployment and NEET nearly three times of men. This is in line with the historical problem of Türkiye's low rates of women's participation in economic life, which is also related to their participation in social life and democratic processes as well. On the other hand, having 12 years compulsory education, between 6-18 years of age, and providing one of the highest university level/tertiary education to the population with 205 universities are reasons to be optimistic and sources of possible future intervention to deal with such disadvantages.

Economically, Türkiye pursued ambitious reforms and enjoyed high growth rates between 2002 and 2017 that propelled the country to the higher reaches of upper-middle-income status and reduced poverty. The share of people below the US\$5.50 per day poverty line fell by three quarters to 8.5 percent between 2002 and 2018³. Türkiye's growth rebounded strongly from the initial impact of the Covid-19 pandemic, reflecting a dynamic private sector and stimulative policies⁴. On the other hand, Türkiye is struggling with middle-income trap and the global economic development are having adverse impacts on Turkish economy, like the rest of the world. ILO's World Employment and Social Outlook – Trends 2023 report, based on analysis of global patterns, regional differences and outcomes across groups of workers, has a serious warning that, progress in labour markets is likely to be far too slow to reduce the enormous decent work deficits that existed prior to, and were exacerbated by, the pandemic. Lack of access to employment, poor job quality, insufficient pay and major inequalities are only some of the challenges that undermine social justice and to be experienced by countries. This warning is also something to be seriously considered in Türkiye for future policies regarding the employment, economic and social development. Finally, the rising energy prices also has the potential to threat growing of Türkiye's economy.

Geographically, Türkiye is on the crossroads of Asia, Africa and the Europe. The country is surrounded by seas and is historically known with its advantages for agricultural production, and trading due to this central location. The geography is not only bringing in advantages, but also make Türkiye to be a bridge country for migration especially due to political unrest and armed disputes in the surrounding regions, naming a few Taliban take over in Afghanistan, situation in Iran, Russia-Ukraine war and especially Syrian case. Unfortunately, Türkiye is open to experiencing all the problems in the region and currently it is the country accommodating highest number of refugees on the world.

1 TURKSTAT, <https://data.tuik.gov.tr/Bulten/Index?p=The-Results-of-Address-Based-Population-Registration-System-2021-45500&dil=2>

2 This indicator presents the share of young people who are not in employment, education or training (NEET), as a percentage of the total number of young people.

3 World Bank, <https://www.worldbank.org/en/country/turkey/overview>

4 IMF, <https://www.imf.org/en/News/Articles/2022/11/04/pr22372-turkiye-imf-staff-completes-2022-article-iv-mission-to-turkiye>

As briefly given above, Türkiye is a country with advantages and possible risks on many dimensions. The country, experiencing democracy for a century has structures and mechanisms to deal with these issues. However, changing nature of problems to become more global and massive influx of migrants in the last decade necessitate international collaboration, especially bringing in the know-how and support of international organisations. Among those organisations ILO is one of the long standing partners of Türkiye, nearly since foundation of both Republic of Türkiye and ILO. In time, establishment of ILO Office for Türkiye and the conventions signed between parties brought this strategic collaboration to an advanced level. ILO Conventions directly influenced all legislative pieces regulating the working life in Türkiye ranging from individual and collective labour law to social security, from occupational safety and health to trade union laws. Further, such influence is not limited to legislation: ILO standards, policies and principles have profound impact on the establishment and functioning of all actors of the working life and labour market in Türkiye, including but not limited to, the Ministry of Labour and Social Security, employers' organisations and associations, Labour Inspection Board, CASGEM, ISKUR, SSI, social dialogue mechanism etc.⁵.

In line with the objective of "to guarantee the core elements of social justice, which are respect for human rights, decent living standards, human working conditions, employment opportunity and economic security for working people everywhere", the ILO aims to combat child labour, to increase women and youth employment, to strengthen social dialogue and eliminate informal economy. Based on this, the policy areas in Türkiye are Child Labour, Women's Employment, Youth Employment, Social Dialogue, Occupational Health And Safety. Addressing these policy areas, the short descriptions of leading programmes of ILO office for Türkiye are given below.

I. Refugee Response Programme

Türkiye is the country hosting the largest number of refugees in the world. Refugees in Türkiye face challenges when accessing the labour market and again when they are employed. Recognizing the need to design long-term approaches that bolster the resilience of refugees, the Turkish government has designed strong protection frameworks that grant access to education, the health system, social services, and the labour market. In line with the Government's efforts and with the wider effort of the international community such as Regional Refugee and Resilience Plan (3RP) and Global Compact for Refugees (GCR), the ILO Office for Türkiye is implementing the Refugee Response Programme to support refugees and host communities gain a living in decent working conditions. It is guided by a Programme of Support spanning from the years 2017 to 2021 and is contributing to the targets of the Türkiye chapter of the 3RP. The programme is built on three pillars: skills, jobs and governance. Under this programme, the ILO Office for Türkiye has been implementing several projects, three of which are still on-going (Decent Work Opportunities for Refugees and Host Communities in Türkiye, Promoting Decent Work for Syrians Under Temporary Protection and Turkish Citizens, Job Creation and Entrepreneurship Opportunities for Syrians Under Temporary Protection and Host Communities in Türkiye). ILO's approach is also consistent with the pledge to "leave no one behind" in the 2030 Agenda for Sustainable Development, and with the Goal 8 on inclusive, sustainable economic growth, full and productive employment and decent work for all. The on-going projects are funded by the EU⁶, the US Department of State Bureau of Population, Migration and Refugees and the KfW Development Bank. Being the only tripartite UN agency, the ILO closely cooperates with the government, employers' and workers' organizations to support access to economic opportunities that are central in restoring hope, dignity and human security to refugees. In Türkiye this means supporting the government and social partners to manage the increased pressure on the labour market and support access to decent work for both refugees and host communities.

⁵ Özcan, N., Director of the ILO Office for Türkiye, https://www.ilo.org/ankara/news/WCMS_732107/lang--en/index.html.

⁶ The EU funded project was completed in 31st January 2023.

II. More and Better Jobs for Women Programme

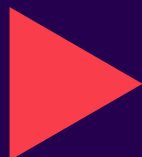
Achieving the goal of improving women's employment has become a priority in Türkiye where the labour force is characterized by a significant gender gap with low female participation and low employment opportunities for women. In addition to that, women's working conditions in Türkiye are far from being in accord with the four pillars of decent work definition of the ILO, namely standards and basic rights at work, social dialogue, social security for all, and productive employment. The ILO Office for Türkiye carries out a comprehensive programme called "More and Better Jobs for Women-II" (2019-2022) that is funded (3.280.481,1 USD) by Sweden. The Programme aims to promote women's access to employment opportunities and improve women's working conditions. Phase II focuses on selected sectors including textiles, commerce and office, food, general services and metal, identified considering the sex composition of workers by sector. Some of the activities have special target on improvement of working conditions of domestic workers and home workers. Phase II also addresses various topics such as prevention of violence and harassment in the world of work, gender pay gap, reconciling work-life balance and women's leadership under two interrelated objectives with different partners.

III. The Programme on the Elimination of Child Labour

Combating child labour has always been a priority for ILO since its foundation in 1919. The ILO Office for Türkiye formulated an updated programme covering 2021-2025 to advance its work in and experience derived from combating child labour since 1992 in cooperation with national stakeholders. The programme prepared in line with the priorities of the National Employment Strategy (2014-2023) and National Programme on the Elimination of Child Labour (2017-2023). Throughout the Programme, the ILO Office for Türkiye focuses on quality education as the key strategy to eliminate child labour including primarily the worst forms in Türkiye and continue to support the national partners by effective enforcement of legislation, expanding social protection and social dialogue support. The Programme is also in line with the United Nations 2030 Agenda for Sustainable Development, particularly SDG 8 and Target 8.7 which calls for immediate measures to secure the elimination of child labour in all its forms by 2025.

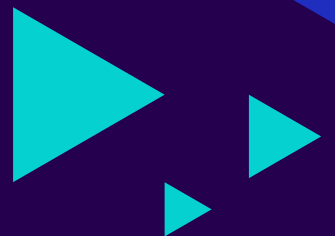
While child labour has declined considerably in Türkiye, it is still a problem in seasonal agricultural production. Under the Programme on the Elimination of Child Labour, the ILO Office for Türkiye is currently implementing three projects (Elimination of Worst Forms of Child Labour in Seasonal Agriculture in Hazelnut Harvesting in Türkiye, Elimination of the Child Labour in Seasonal Agriculture, An Integrated Model for the Elimination of the Worst Forms of Child Labour in Seasonal Agriculture in Hazelnut Harvesting in Türkiye) in cooperation with MoLSS General Directorate of Labour, with funding from various development partners, focusing on combating child labour in seasonal agriculture. Through the comprehensive intervention model in the projects of eliminating child labour in seasonal agriculture, ILO aims to withdraw a total of 18,300 children by the end of 2023 from work and/or prevent starting work. The projects undertaken in 21 provinces and will be implemented by 2024 with funding from the European Union, FERRERO and CAOBISCO. All projects are implemented in partnership with MoLSS and in close cooperation with relevant organizations and institutions including Ministries of National Education, Interior, Agriculture and Forestry, Youth and Sports, workers' and employers' organizations, Turkish Employment Agency (İŞKUR), municipalities, universities, private sector and NGOs.

Slowdown of economic growth, worsening of economic situation globally, ongoing and possible new political unrest in the near/surrounding geography and rising threat of climate change originated problems are challenges to be faced by Türkiye in future and experienced today in different degrees. This picture makes ILO-Türkiye collaboration even more critical in the future. ILO, the sole tripartite international organisation that brings together governments, workers' and employers' organisations, has a long-built capacity and global experience to support Türkiye to face these challenges and provide a unique perspective to better understand and shape today and future.



3

Purpose and Scope of the Synthesis Review



► 3. Purpose and Scope of the Synthesis Review

The purpose of the synthesis review is to contribute to organizational learning, provide guidance to ILO constituents on future work and to strengthen the capacity of the Office to make evidence-based decisions originating from the findings of evaluation reports.

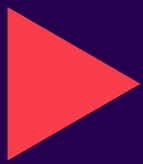
To do so, the synthesis review report identifies the most successful interventions (good practices) and key factors that explain this success, the challenges impacted on the results and the areas in need of improvement in design and implementation of projects.

The scope of the synthesis review encompasses the DC projects in Türkiye for the period of 2013-2022. The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism and social dialogue, and constituents' capacity development are also considered in this synthesis review. In particular and in line with ILO evaluation policy, the gender dimension are also considered throughout the synthesis review.

The main clients of the synthesis review report are the ILO management, Project Team members and ILO constituents who will carry out future work/projects, under the Programmes of ILO Office for Türkiye, given below;

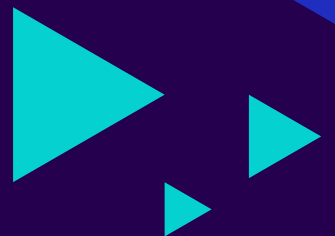
- Refugee Response Programme
- More and Better Jobs for Women Programme
- The Programme on the Elimination of Child Labour





4

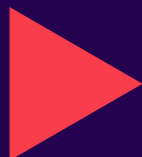
Criteria and Key Questions



► 4. Criteria and Key Questions

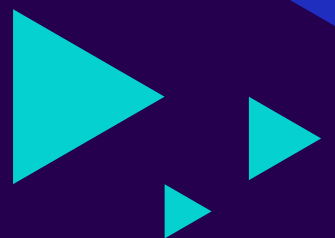
The OECD DAC Criteria for Development Evaluation, namely, relevance, coherence, effectiveness, efficiency, impact and sustainability were the guiding principles for conducting the synthesis review. The Key Questions to be answered were formulated to cover those criteria and are given in Annex II. These questions were comprehensive to completely cover the purpose of this review. Evaluators' response to each question is given in Section 6 without repeating each question for the ease of readability.





5

Methodology



► 5. Methodology

The methodology proposed in the Inception Reports foresees scoring of each project for each of the criteria specified above. Although this method might be useful for producing some metrics for the achievement of projects, it is decided that the limited number of projects will not yield statistically significant results. Therefore, although it was initially proposed this approach is not adapted during the synthesis review.

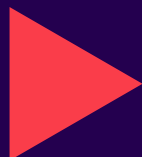
Multiple data collection techniques are employed during the study. At the initial phase of the study, a desk review of relevant documentation was conducted. The evaluation reports were the main source of information at this dimension, while, depending on the need and availability, further sources of information such as other ILO reports, policy documents and web sites are also utilised. Considering the scope and the information content of the evaluation reports, it is concluded that organising meetings with wide participation for the review of the activities will not be needed. However, the evaluators identified some points that need to be discussed with the relevant ILO staff before submission of the draft report. These points are briefly described below:

1. Coinciding with ILO's mission, projects naturally focus on specific areas such as child labour, employability of disadvantaged groups, promoting decent works, etc. The overall efficiency of these projects is linked with the organisational structure of ILO Office for Türkiye. We would like to get the views of ILO staff on this topic.
2. As referred in some reports "child labour elimination units" in ISKUR have an important role in reaching the target groups and they have a potential to be equipped and guided to act in the field under close collaboration with ILO. Before we make such a proposal, we would like to learn how ILO views these units and how they assess the potential for closer collaboration.
3. A number of reports underline the necessity for more effective result-based monitoring. When read in detail, it is understood that a follow-up mechanism on the achievement of projects in the longer term is recommended. Proposing a permanent mechanism to follow up of project results after the projects are ended such as employment records of the persons received vocational training, or school records of students who have returned to school as the result of a project, can be recommended but we would like to clarify whether this is within the scope of ILO's mandate or such an organisation has already been discussed within ILO.

The interviews were proved to be very useful exposing the evaluators to some information new to them and helped them to better formulate their recommendations. Most of the initial findings and perceptions were confirmed by ILO staff during interviews.

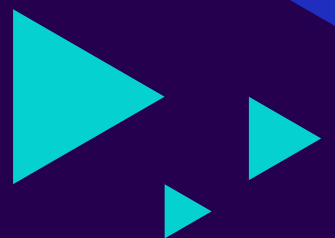
The persons interviewed and the date and time of the interviews are given in Table below.

No	Date and Time	Participants
1	10/01/2023 14:30	1. Ayşegül Özbek 2. Fatma Gelir Ünal 3. M. Koray Abacı 4. T. Burcu Şenel
2	13/01/2023 10:00	1. Billur Eskioğlu 2. Kylie Pearce
3	13/01/2023 14:00	1. Emel Akalın 2. İzgi Güngör



6

Key Findings



► 6. Key Findings

Relevance

Both globally and locally, ILO and ILO office Türkiye has relatively long history and outstanding achievements in the problem areas addressed by the interventions under this study. Being a UN organisation, which adopted Tripartite Declaration of Principles, ILO is in the heart of actions addressing SDGs and a core actor in designing international policies related to labour. ILO Office for Türkiye office works closely with public institutions, representatives of employers and employees, as well as relevant Civil Society Organizations. Consequently, ILO is highly knowledgeable, perceptive and concerned about the local and international context. Considering the experienced and highly motivated staff, an action implemented by ILO is very unlikely to be evaluated to score low on relevance. Considering that all projects reviewed in this study are designed by ILO or ILO had an important role in design, the relevance of all activities are evaluated to be very high.

For concerns like gender equality and non-discrimination, ILO has internalised considerations for disadvantaged groups and this sensitivity is clearly reflected in the design of all activities.

As a very unexpected incident, Covid-19 had drastic effect on daily and professional routines of all individuals and organisations. There is strong evidence that ILO Office for Türkiye responded in time and reorganised activities to minimise the impact of Covid-19 on project outcomes. Activities involving physical presence or gatherings were either postponed or carried out remotely or through online media.

It is also observed that in some activities especially for those targeting increasing employability of disadvantaged individuals, potential market demands were taken into consideration, as it is visible in the promotion of green jobs for entrepreneurs and cooperatives.

ILO's project experience and accumulated know-how is the basis for coherent design of interventions defining well thought outputs and outcomes. In general, indicators are selected properly. It is worth to note that, impact and outcome level indicators are not easy to define as macro level statistics are not always available. Outcome level indicators which are mostly related to the level of improved capacity may not be possible to design as being SMART. During the design of interventions, activities for measuring the capacity level of the target group, before, during, and at the end of the project can be included in project activities.

As a final note, ILO DC projects are correctly addressing the relevant SDGs, as expected from a UN organisation. A more detailed review related to SDGs is given under the section of sustainability and impact potential.

Coherence

As stated under Relevance above, close collaboration of ILO with public and international institutions and its acquaintance with national and regional policies and strategies ensure the projects' coherence with the local context.

ILO's close working relationship with the partners over long years enables ILO to grasp the essence of other interventions implanted by partners. It will not be unfair to argue that, ILO even inspires those partners for designing other interventions. Therefore, inconsistencies, duplications or conflicts with other interventions are not likely and no indications of such are observed in the reviewed projects.

As far as serving for the long term purpose is concerned, it is observed that other interventions complement the efforts of DC projects as they also have similar targets. Methods of implementation also have complementary nature. An indication of negative impact of other interventions is not observed.

To ensure effectiveness, all the projects are implemented together with local partners, mostly relevant public agencies, CSOs and social partners, with the exception of a Technical Assistance Contract. Partnerships at international level were also sought in some projects, especially with other UN agencies. Two projects are implemented under a Public Private Partnership model. The selection of the implementing partners is relevant. Some of them partnered with ILO in more than one project and in previous projects. It has been observed that ILO Office for Türkiye treats all institutions collaborated in projects as potential long term partners and prefers to work with them in future projects as long as they demonstrate efficient collaboration and effective performance.

The most important comparative advantage of ILO is its driving force as a well-respected and authoritative institution at international scale. ILO's involvement in these projects is a warranty of alignment of these projects to national and international strategies. ILO's vision and experience ensures coherence with other activities and attracts the most relevant institutions as either partners of implementation, or beneficiary institutions.

Effectiveness

All evaluation reports confirm that the immediate objectives are reached with the implementation of the projects. General objectives or intended impact may not always be guaranteed as there are external factors affecting the long term achievements of the projects. Alterations in priorities of public policies, turnover of managers and staff in beneficiary institutions, sensitivity of some partners especially in projects targeting migrant communities are among such factors.

The projects reviewed mostly address urgent or basic problems. Although, addressing long term market needs and enabling environment are not among the priorities, it is observed that projects targeting developing skills of individuals for improved employability included skill sets needed for green jobs. This is one of the early examples of interventions to point out the potential of green jobs as a very promising sector of employment, especially due to efforts to combat with increasing human pressure on environment and dealing with global warming. Market needs are also addressed in the trainings for moto-couriers which were very highly demanded during the time of pandemic. Training for call centre operators are also another example of an intervention taking into account the market needs.

As the result of synthesis review, many unintended positive results are observed such as;

- i) ILO Academy becoming a regular platform for trainings during the pandemic,
- ii) integration of children of Syrians under protection to Turkish Education System in the child care facility established to facilitate the attendance of women to project activities,
- iii) contributing the social cohesion while targeting for income generation by establishing a women cooperative for the Syrian women together with local host community members,
- iv) Syrian women learning Turkish teaching the language to their children which results in their easier adaptation to school,
- v) OSH training delivered to moto-courier trainees leading to capacity increase in the target group for advocacy of their rights.

Although a negative unintended result is not observed, a risk, which is mitigated timely, is identified in projects targeting legalisation of employment or businesses which has a potential to lead to a negative unintended result. Financial and bureaucratic burden on entrepreneurs and employers such as monthly tax declaration charges even if there is no income, high social security payments even for the minimum wage, higher utility prices for businesses, or some obligatory certifications from local authorities are main obstacles for legalisation of small businesses and/or employment. Therefore, unless coupled with a financial support, any initiative for legalising micro enterprises or employment in small businesses may lead to failure.

The projects directly address women, children, or migrants as target groups. Overall effectiveness of each project can be attributed to effectiveness of creating benefits of these specific groups. As an overall evaluation, it can be argued that utmost care was taken in the design and implementation of all projects to respect the general principle of “no one left behind”. Nevertheless, the massive influx of refugees in the last decade created some social and political sensitivities and tensions. Therefore, although it is observed to be at minimal scale, some external resistance had to be faced during implementation of projects for this specific target group.

As stated under the title Relevance above, project teams rapidly adapted their approach to respond to the COVID-19 incident and major deviations in the course of projects are not observed, activities are re-designed and the output level targets are modified accordingly not having much effect on outcome level targets. It is also observed that most of the evaluations were conducted while concerns for COVID-19 were strongly affecting the daily lives and alternative methods for collecting information were followed to keep the quality of the evaluations.

Special interest was paid for the involvement of ILO constituents in all projects. Although involvement of public agencies has always been ensured, the same cannot be said for the worker representatives. Fragmentation and high level of political polarisation are major factors preventing effective involvement of labour unions. It is noted that interest of workers unions can be encouraged when their roles are associated with grants. Some ideas for their more effective involvement in ILO actions are given in the recommendations section below.

Given the size of the country in terms of geography and population, as well as the needs to be addressed, it would not be realistic to expect to match the demand with the projects at this scale. However, it is observed that within the framework of the intervention logic followed, a match between the demand and the supply side is achieved.

It is observed that gender mainstreaming is an integral part of project cycle management in all projects. Awareness of ILO Office for Türkiye staff, where women is a majority, is very high on gender issues and this is reflected in every aspect of project design, implementation, and monitoring. The reviewers felt the need to note that there is hardly a room for improvement as far as gender equality is concerned.

Projects reviewed were well designed in terms of supporting decent work conditions, creating employment opportunities for the disadvantaged, enhancing the coverage of social protection and strengthening tripartism. The outcomes and overall objectives serve this purpose.

All projects have monitoring mechanisms in place although in some reports it is stated that a dedicated M&E expert would be more effective. Some evaluation reports refer to the improvement of monitoring mechanisms but solid foundations for this recommendations is not identified. When reviewed in detail, especially with the help of interviews, it is observed that monitoring of project outcomes in the longer term are recommended. Such impact level monitoring and evaluation may be cost effective especially for activities that have intended effect in the longer term such as improved employability, increased intervention capacity, or long term school attendance. These are the project outcomes having the weakest

link to project activities due to their susceptibility to external factors. However, new mechanisms need to be introduced and new financing resources need to be allocated for this purpose.

Establishing effective communication channels with the target group, project partners and the stakeholders are among the priorities of all projects reviewed. Communication strategies or plans were in place even if they were not foreseen in the design phase in some projects. There is sufficient evidence that they are effectively implemented. Improvement in the implementation of the communication is underlined more than one report recommending more emphasis should be given to local actors especially the target group to improve the projects' visibility.

Although there is not much criticism on communication strategies and their implementation, the finding "lack of effective communication channels among partners, to promote mutual learning and avoid duplication of efforts" is frequently repeated. Although communication among partners may be considered to be beyond the projects' communication strategy it may be necessary to make some adjustment in communication strategies to encourage local actors for better communication with their counterparts. This is more elaborated in the recommendations section below.

Efficiency

Efficiency of projects is generally evaluated to be high. Delays in some deliverances have been observed from time to time mostly because of the measures taken under the COVID-19 pandemic. However, Project management(s) made timely arrangements and the overall outcomes are not much effected.

Partnering with institutions such as municipalities who implements similar activities aiming similar objectives, effective collaboration with private sector institutions, channelling employment and entrepreneurship support activities to women's cooperatives are the most successful strategies in terms of efficiency. Collaboration with public institutions does not always prove to be very efficient due to their internal bureaucracy and political concerns.

It should be noted that evaluation reports point to the fact that, factors causing inefficiency are resolved with work overload on the ILO staff.

All evaluation reports had satisfactory remarks about the efficiency of the projects. Resources are used economically and the outputs are delivered in a timely way except for some activities coincided with the measures against the COVID-19 pandemic. Those activities were rescheduled or alternative ways of implementation were adopted to meet the intended objectives.

None of the evaluations reviewed points to an inefficiency that can be attributed to management structure or technical capacity of the project team. However, work overload and overcoming difficulties with excessive effort is commonly observed. There is convincing evidence that the project teams take utmost care to share experiences with other teams to share their experiences and to avoid duplication and weekly coordination meetings were part of the office routine until the Covid-19 incidence. In any case, more structured mechanisms may be considered to be established to ensure efficient collaboration between the project teams.

Evaluation reports frequently state that Project activities are planned to be ambitious causing high work load on the Project staff. ILO management is aware of the issue and try to share the work load with implementing partners to the most possible extent. Such an approach is highly valued as this will also contribute capacity building of the partners and will have positive impact on ownership.

Monitoring and evaluation of DC projects are in general found to be adequate. Although appointment of an M&E officer initially foreseen was not possible in a small number of projects, the overall M&E functionality is not much affected. Some reports repeatedly suggest result based monitoring which presumably extend beyond the project duration. This is also discussed under Effectiveness above.

Quality of some evaluation reports may be improved by adopting wider perspective for evaluation and addressing ways of internalising some factors which are identified to be external, such as political context and intrinsic characteristics of public institutions.

In all of the evaluation reports ILO's support is at political, technical and administrative levels are found to be very satisfactory. The same may not hold for national partners, especially public institutions. Although involvement of project partners is ensured during implementation of the projects, sense of ownership from their side is not at desired level. This finding is more elaborated in sustainability section below. This can be improved ensuring their engagement in all phases of the project from design to evaluation.

Almost all DC projects have complementary nature with other ILO interventions. Some projects were complementary to the projects of other UN agencies. For some projects, it is observed that complementarity was achieved with activities implemented under other funds. Activities of local administrations in some provinces were also a complementing factor for the implementation for a number of projects.

Sustainability and impact potential

Sustainability was a major concern during the design and implementation of all projects. However, this is not sufficient to ensure sustainability of the interventions since sustainability is very much dependent on external factors mostly beyond ILO's control.

Considering Türkiye's vast and heterogenous geography, high population, and the severity of the issues that are being addressed, it is not realistic to expect to achieve sustainable results with projects at this scale. Therefore, some projects are built to ensure sustainability of previous projects. Although this is not an ideal way of achieving sustainability, it is inevitable to adopt such a strategy since it is not possible to build a permanent capacity in public agencies which should be usually responsible for sustainability of the achievements. There are various reasons lying beneath the disappointment of achieving a permanent capacity and these are beyond the scope of this report. However, some alternative approaches can be developed to increase the sense of ownership of political actors, public agencies and especially workers and employers' representatives that can undertake the responsibility of following up project outcomes. Please see recommendations for further discussion.

Another observation about the competencies of government agencies is that all public agencies have separate departments for implementing projects in collaboration with international organisations. This is because the skills required for implementing projects with international partners are limited. This limitation has two effects as far as sustainability of actions are concerned. One, the outcomes of the project and the created impact, thus the feeling of ownership, usually remains confined within the department implementing the project. Second, the limited number of staff working in project departments are usually overloaded and sometimes frustrated with the projects. Overall, the desired institutional sustainability cannot be maintained.

Involvement of some CSOs, involvement of municipalities in project activities, establishment of cooperatives for employment, ownership developed in private enterprises who adopted the project activities as part of their social responsibility are main factors for making the project outcomes potentially sustainable.

Commitment of institutions and their staff to the projects and to their achievements are key to enhance sustainability of the interventions. Although this is considered as an external factor in some of the evaluations, ILO Office for Türkiye may choose to spend optimum effort to create a long-lasting sense of ownership and accountability in partner institutions by creating awareness on public service accountability and responsibility. Please see recommendations for further information.

The DC projects reviewed made necessary adjustments to adopt to conditions imposed by the pandemic. Therefore, no important effect is foreseen on their sustainability. Considering that unemployment and school leave are among important effects such as pandemic, ILOs interventions addressing these issues will continue to contribute to post-pandemic responses. In order to form a basis for longer term effects, ILO should continue its collaboration with local actors as potential implementing partners and should widen the list of potential local collaborators. Online communication tools are already in place and they are still widely used in daily communications. Considering that the vulnerable groups targeted in projects may not always have access to online communication, local institutions may be engaged as local access point. ILO Office for Türkiye's unique contribution is the successful engagement of the private sector in the actions coupling social responsibility efforts with socio-economic development initiatives. Fruitful collaborations with local administrations especially for establishing or reorganising cooperatives are also very unique. It should also be noted that ILO's direct intervention on child labour in seasonal agriculture and its being a role model for similar activities is a unique achievement. ILO Office for Türkiye's experience and good working relations with local constituents carries a high potential in terms of providing unique contributions at policy level.

The activities implemented under the projects properly addresses the needs for capacity development of related actors, including government institutions and employers' and workers' organizations. In this respect, ILS promotion is evaluated to be very effective in all projects.

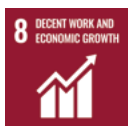
In all projects, relevant government agencies participated in the project activities and contributed to project outputs. The same is also true for non-public constituents, especially CSOs which are mostly excited to work with ILO and their contribution have been beneficial for the projects. As frequently observed, participation from the employer's and worker's representatives' side was not at the desired level in most projects.

As for gender equality, it is observed that the design of the projects reflects the understanding of the gender-related context for the target groups. The fact that most active members of project teams are women assures the consideration of gender aspect in all activities.

The projects reviewed address the following SDGs and targets:



SDG 4: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all," in particular 4.1: "By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes."



SDG 8: "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all." In particular, SDG 8.2 on "achieving higher levels of productivity of economies through diversification, technological upgrading and innovation," SDG 8.3 "Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services." SDG 8.6 "By 2020, substantially reduce the proportion of youth not in employment, education and training" SDG 8.7: "Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour." SDG Indicator 8.8 "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment" are targeted.



SDG10: Reduce Inequalities, in particular SDG 10.4 “Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality and SDG 10.7 “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.”



SDG 17, the project has actively supported and stimulated partnerships with both the private sector and other important actors at global level

It is also reviewed that, the projects also have significant contribution to the following SDGs:



SDG 1 “to end poverty in all its forms everywhere”, and its target 1.2 on “implementing nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”.



SDG 4 “to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” and target 4.3 on “ensuring equal access for all women and men to affordable quality technical, vocational and tertiary education, including university”; target 4.4 on “increasing the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship” and target 4.5 “eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations”.



SDG5: “achieve gender equality and empower all women and girls”, especially with target 5.9 “to adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels”.

Creating a long lasting sense of ownership is challenging in most projects. Although the relevant parties actively participate in projects, the sense of ownership varies depending on the type of institutions. For central government agencies, their involvement is usually restricted to the project department which, in general, works detached from the institutions to a considerable extent. Institutional priorities, on the other hand, exhibit variations depending on the political environment. Ownership of municipalities may be stronger as they are in constant contact with the target groups of the implanted projects.

Ownership level of CSOs is generally high. Although in general CSOs are not strong and they lack resources, they are usually very much dedicated to their objectives and their target group. They regard partnership with ILO as a privilege and strongly contribute to the implementation of projects.

As mentioned in other sections, increasing the ownership of employers and workers unions will be beneficial for the projects since most of the problems addressed by the projects are directly linked to their target group.

Individuals as end beneficiaries usually develop high sense of ownership and are willing to benefit from other projects.

COVID-19 and national and global measures to minimise its negative effects had an impact in all projects but the project teams responded properly in a timely manner to make necessary adjustments in project activities. Although there are concerns about prolongation of the COVID-19 pandemic or its re-emergence, all measures at local, national, and global level were lifted at the time of writing of this report. With the assumption that severe incidents will not be repeated in the short run, the sustainability of the project outputs does not seem to be affected by the COVID-19 pandemic.

Although directly addressed by only one of the reviewed projects, gender asymmetries in the world of work have been a major consideration in all projects. All the projects directly or indirectly contributed to the reduction of gender asymmetries.

Entrepreneurship and solidarity development through establishment of new cooperatives or expansion of existing ones was one of the interventions proved to have a higher impact as this approach has been adopted by other projects and other activities of municipalities.

Direct intervention on working children and their parents also had very effective results. Although further intervention is needed to ensure sustainability, this approach is also adopted as a model by other actors, especially CSOs.

Under workplace adaptation programme, matching refugees with host members among colleagues also created a change in the target group.

Work-based training to improve the employability of the target groups are also observed to be very effective.

Gender equality and non-discrimination issues

It is observed that participation of women and men to project activities to the most possible extent is a common practice in all projects reviewed.

In some projects, specific tools such as designating a gender focal point in each organization participating to the project is demonstrated to have considerable contribution for adding a gender perspective to project activities.

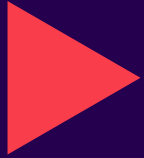
It should be noted that mainstreaming is not about adding a “woman’s component” or even a “gender equality component” into an existing activity. Gender mainstreaming goes beyond increasing women’s participation; it means “bringing the experience, knowledge, and interests of women and men to bear on the development agenda”. The fact that majority of the project team members were women and they have high level of awareness and consciousness about the gender issue, is the most assuring factor about alignment of project activities with gender equality.

International Labour Standards (ILS), environment and Social Dialogue aspects

It is observed that many project contributed to ILS promotion. In projects targeting child labour, ILO’s rights-based approach integrated into vocational training programmes and awareness raised on gender equality and labour standards. Technical capacity training to national and local experts and representatives of local authorities increased their awareness and knowledge on ILS. ILS is embedded in almost all trainings delivered in the reviewed projects.

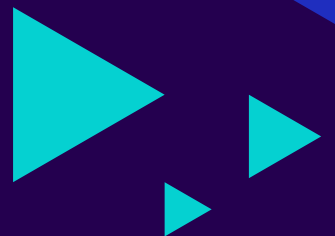
Design of all projects mainstreamed social dialogue by taking utmost care on bringing together representatives from government and employers’ and workers’ organisations to take collective actions for the targeted objectives. Establishing social dialogue was very successful in some projects while the desired level of participation from the workers’ representative side. Interest from the employer’ side was relatively higher.

Although environmental aspect does not have a central role in the projects, it is mainstreamed to the most possible extent. Apart from practical precautions for keeping the carbon footprint as small as possible during the design of activities, employment effects of climate change and green economy were studied in one project and building skills for green jobs were targeted in some vocational training activities.



7

Conclusions



► 7. Conclusions

All the projects reviewed are assessed to be professionally designed and implemented. ILO's international and local experience and close working relations with relevant public agencies is an assuring factor for the relevance and coherence of the projects. It is also observed that ILO selects the right people for the implementation of projects as project staff or as implementing partners. Staff's commitment to their work, not just as part of their regular duties, but because they deeply believe in the benefit of what they are doing is highly visible. The synthesis review indicated that the intended outcomes are achieved in a timely manner and with adequate utilisation of resources.

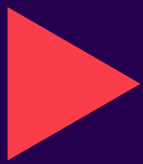
Horizontal issues such as gender equality, non-discrimination, ILS promotion, involvement of ILO constituents, environmental mainstreaming and endorsement of social dialogue are well respected in all projects.

Size of the problems addressed by the projects does not make it possible to create sustainable outcomes with a single interventions. Therefore, sustainability of outcomes mostly rely on follow-up projects. This is because the public institutions responsible for the sustainability of the outcomes do not have sufficient capacity to fully ensure sustainability.

The synthesis review confirmed the critical role of ILO in upgrading public policies and their more effective implementation one more time. ILO's unique contribution is its position and value which makes it an indispensable actor in designing and implementing interventions in the areas having critical importance. ILO acts as a driving force by motivating and supporting public institutions to take actions. ILO has relevant tools at hand for creating engagements with mutual benefits. These tools can be further expanded to create higher commitments on the public administration side.

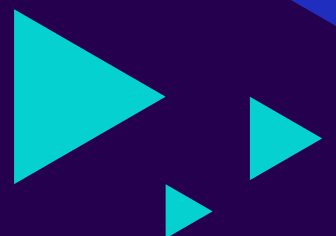
Evaluators also noted that, implementation of most of the project activities coincided with the Covid-19 outbreak and activity plans were very much affected by the worldwide and local measures taken. Response of the project teams to these measures were quick and effective. Not much deviation was observed in the targeted outcomes.





8

Lessons Learned and Emerging Good Practices



► 8. Lessons Learned and Emerging Good Practices

8.1 Below is the compilation of the lessons learned stated in assessment reports as interpreted by the experts performing the synthesis review.

8.1.1 Collaboration with ILO improves capacity of partners for receiving grants.

It is observed that experience in projects helped some implementing partners to receive other funding, some with higher amounts. For some, partnering with ILO was a proven track record for implementing projects in similar areas, while for others, especially those who were involved in a project at international scale for the first time, it was a process of obtaining valuable know-how about developing and implementing projects.

8.1.2 Developing and implementing follow up projects contribute to sustainability.

Designing the project in follow-up phases contributes strongly to comprehensive programmes such as under ILO's Programme of Support for the Response to the Syrian Refugee Crisis in Türkiye, aiming to strengthen the labour market and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures. Follow-up projects ensure sustaining the outputs and results given the significant need with reference to the high numbers of Syrian refugees living in Türkiye and those at working age who are mostly engaged in the informal market.

8.1.3 Concentrating on outcomes rather than outputs increases effectiveness and efficiency of projects.

Although output-based planning enables project staff to act more flexibly, which proves to be very useful in cases such as mitigating risks induced by COVID-19, it can also be argued that it may also create an extra workload for the staff if achieving outputs has the highest priority. Some reports emphasise that implementation of some projects necessitated substantial efforts of the project staff to reach the desired outputs.

In practice, reaching outputs does not guarantee the achievement of outcomes. If achieving project outcomes is possible with outputs requiring less effort, or lead to better results is possible under changing circumstances, the project still turns out to be successful and more efficient and effective.

8.1.4 Sectoral approach proved to be very effective in improving social dialogue.

Since sharing sectoral perspectives and discussing sectoral issues with stakeholders, the sectoral approach in social dialogue has proven to be potentially highly effective. This is observed in many projects where CSOs and even private institutions' involvement was very successful.

8.1.5 Projects are also useful tools for establishing communication channels between institutions.

One of the repeated findings in the evaluated reports was the fact that the project provided an opportunity for the exchange of views between state and non-state actors. During implementation of the activities or in steering committee meetings, these actors had a chance to learn each other's perspectives and concerns. This finding is also valid for establishing communication channels between international organisations and public agencies.

8.1.6 Project activities is a way to establish communication channels with/between disadvantaged groups.

Projects are also proved to be very effective in increasing understanding between the target groups. This is especially clearly seen in projects targeting Syrians under temporary protection and the host communities. Many cultural similarities are observed between these two groups but as it can be easily expected, hostility is not an uncommon feeling between them. The projects made them to realise that they share similar concerns and they experience similar difficulties in life. The projects helped them to empathise each other.

8.1.7 Identifying right partners for implementation and establishing long term engagements are key to project success.

ILO Office for Türkiye in does not have high number of staff to undertake each activity planned in projects. Implementation in the field are usually performed together with implementing partners. Some implementing partners had very satisfactory performance in the projects and ILO continues to work with them in other projects while some others did not prove to be as capable or dedicated and they were replaced with other institutions. It is observed that the activities with highest effectiveness are implemented together with hardworking and dedicated implementation partners. Therefore, it is concluded that the selection of partners is of critical importance for the achievement of targeted results.

8.1.8 It is essential to define roles and responsibilities of project partners from the very beginning.

As stated above, dedication of implementing partners is very critical for the success of some activities. In some evaluation reports it is underlined that unsatisfactory levels of effectiveness or efficiency can be attributed to the confusion of roles and responsibilities among partners as well as with the ILO project team. As emphasised in these reports, “defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of a project is essential for enhancing the efficiency of the outcomes”.

8.1.9 For non-Turkish speakers, communicating in their mother language should be preferred as much as possible for effective training or success of project activities.

A finding in projects targeting Syrians under temporary protection in Türkiye point out that conducting training with translation heavily reduces the effectiveness of trainings. Similarly, especially in activities requiring active engagement of participants, translation may adversely affect the communication with the target group which are already in a very disadvantaged position and vulnerable to misinterpretations. This might have been inevitable in projects implemented in early phases of the influx of Syrians but in projects implemented in later phases, Arabic speaking project staff has been employed.

8.1.10 Utilisation of existing networks is more effective for better outreach.

It is observed that some projects have effectively used existing networks with the private sector and other relevant actors and developed new partnerships. Implementing partners who have access to communities and/or institutions targeted in the projects facilitated the outreach of the activities and contributed to the efficiency and effectivity of the interventions.

8.1.11 Providing a wider understanding of the projects increases the ownership of the partners.

It is frequently observed that some stakeholders and implementing partners actively involved in project activities and eager to be involved in future projects have a feeling of being neglected in other activities of the project. It can be argued that they would be encouraged if they were exposed to the “bigger picture”. This will create a stronger sense of ownership and improve their engagement in the current and future activities.

8.1.12 Opinion leaders are effective channels for increasing effectiveness of projects.

The target population of all projects generally have high sense of community affiliation, and community leaders strongly influence the decisions of their community members. Therefore, correctly identifying the opinion leaders and involving them in the project increases the interest and participation level of the target group in project activities.

8.1.13 Cooperatives are important economic actors for improving effectiveness and sustainability of projects.

Considering that most projects aim increased employment and improved entrepreneurship, cooperatives, especially those run by women, are proved to be very effective for engaging disadvantaged persons into economic activity. Establishment of successful cooperatives and expansion of existing ones have been realised under the projects reviewed. These are mostly supported by municipalities and serve as a good model for future activities of ILO Office for Türkiye Office.

8.1.14 Women are more open for personal / professional development including entrepreneurship.

In traditional societies, generating income is typically under the responsibility of men which forces them to be occupied with routine jobs where they hardly think of alternatives or, understandably, cannot take the risk of pursuing alternative efforts. Being unemployed with no or little working background, women on the other hand, are usually in the search for creating alternative channels for income generation in recognition that this will help them for more powered roles in both economic and social roles within the society. That is why they are more open to new initiatives for skills development or personal development. Targeting women in such activities not only contributes to gender balance in the society but also is more effective in creating the desired outcome. Involving women to project activities require some additional efforts such as providing child care or establishing some services that will serve as justifications for them to be away from home.

8.2 Some good practice examples noted in the reviewed projects are given below.

8.2.1 Focusing on developing ecosystems rather than supporting employers or employees in isolation.

Although it would be more challenging, developing or supporting ecosystems are more effective in terms of sustainability when compared to delivering individual supports to employers or employees. Delivering vocational, general skills, or entrepreneurship training may not always create the desired qualifications on the recipients. Providing financial support for formalisation of employment or business development does not ensure sustainability. Holistic approach for ecosystem development on the other hand is likely to end up in job and income generation if properly designed and implemented. Some projects reviewed made good initiatives for establishment of ecosystems such as guiding vulnerable but relatively educated individuals to information technologies or establishing incubation centres for cooperatives. It would be too optimistic to expect to build a mature ecosystem with a single intervention but the efforts spent may be supported with other activities to create a higher impact.

8.2.2 Fruitful partnerships with the private sector for improved effectiveness and sustainability.

For projects targeting creation of new jobs, prevention of child labour or improving the working environment, private sector institutions who are already in search of implementing social responsibility projects proved to be a good match. In many projects, collaboration with private sector institutions have been established and their commitment to the project are observed to be high, even higher than some social partners in some cases. The achievement of projects aiming to reduce child labour in hazelnut harvesting already being replicated by many organisation.

8.2.3 Utilising social support centres and schools as means of securing safety of working children.

For interventions targeting working children, keeping children from the work environment and, preferably, in schools is very critical. It is observed that social support centres and schools provide safe environments for this purpose.

8.2.4 Supporting emotional, psychological, and physical wellbeing of children to increase their participation in project activities.

Although social support centres and schools are safe environments for working children, making these places attractive is another concern. Achievements in some projects point out that supporting emotional, psychosocial, and physical wellbeing of children, especially for younger age groups, improved children's willingness to attend school and participate activities organised in social support centres.

8.2.5 Projects inspired partners to revise their HR policies.

In some projects it is observed that companies participating in project activities decided to formalise new HR policies or revise existing ones. Some institutions including private companies and labour unions adopted or expanded their policies related to gender equality and violence at work. This also resulted, some of these institutions to adapt ILO C190 convention to their existing policy documents.

8.2.6 Organisation of social events to develop sense of solidarity among the target groups (especially migrants and host communities)

In some projects, social events such as sight-seeing tours, picnics, cultural nights, etc. are organized to promote a sense of community among project participants. This is especially important when organised with groups having some tensions such as migrants and host communities. It is observed that these events were very successful in breaking the ice between the groups and increases interest of the target group to project activities and consequently contributes to the effectiveness and sustainability.

8.2.7 Workplace mentorship proved to be an effective approach for work adaptation of disadvantaged groups.

In adult education, there are some areas where mentoring is more effective as compared to training, especially for fields requiring transfer of experience rather than knowledge. This has been successfully utilised in projects including workplace adaptation programmes. In the activities reviewed, mentoring has been provided by ex-beneficiaries, co-workers, or other successful individuals that are role models for the targeted group. The effectiveness of mentoring on workplace adaptation is reviewed to be very high.

8.2.8 Leveraging outreach of municipalities in reaching target groups.

In the last few decades, municipalities, which were historically considered to be solely responsible for maintaining urban infrastructure, are more concerned about the social wellbeing of their inhabitants. This makes them perfect candidates for collaboration because of their immediate access to the communities in need, most of which coincides with the target group of the projects implemented by ILO. In projects where an effective collaboration was established with municipalities, the intended outreach has proved to be more effective. There are many examples of effective and sustainable mechanisms established with the municipalities.

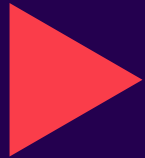
8.2.9 Pairing vocational training with SDGs

Improving working conditions, increasing employment, and thus combating poverty are main objectives of ILO operations. Being a UN agency, ILO also have obligations to contribute to SDGs targeting other aspects of sustainable development. Since the beginning of the humanitarian assistance to Syrians under temporary protection in Türkiye, many vocational training programmes were implemented to the target group. These were mostly on basic skills development and designed for the least educated communities. To diversify the subjects of training, in collaboration with UNDP, ILO picked Green Jobs as a topic of training in one project. This initiative yielded very positive results encouraging ILO to pursue this idea in future skills development programmes which has a potential to bring ILO close to the SDGs not directly related to employment.

Developing communication strategies and utilising effective communication tools are among the priorities of the reviewed projects. Among those, collaboration with persons having higher visibility in general public was a good example. Although it is very common among global, UN activities, a practice which is not very common among the projects reviewed was contracting celebrities for increasing public interest on issues addressed by the projects. In two on-going projects, ILO contracted Actors' Union of Türkiye for receiving support of their members. If the impact created by this initiative proves to be strong, this approach may be more frequently used in future projects.

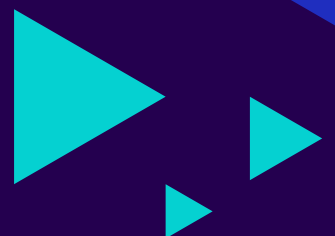
As mentioned elsewhere in this report, ILO responded in an appropriate and timely manner to mitigate the risks imposed by the Covid-19 pandemic. Limitations for travel urged ILO staff to contract more implementing partners to implement field activities. To prepare the target groups to be more equipped against Covid-19, special publications were prepared, published, and distributed. Another good practice noted was establishing ILO Academy to host all trainings which had to be moved to online platform. It is also noted that experiencing such an unexpected incident created awareness about unexpected circumstances and equipped ILO staff to be prepared for such cases.





9

Recommendations



► 9. Recommendations

Many recommendations can be drawn from the findings of the study and conclusions stated above. To increase readability of the report, these are grouped under three headings as recommendations for effectiveness, efficiency, and sustainability.

Recommendations for Improving Effectiveness

In order to improve effectiveness of the projects and to strengthen tripartism, closer ties need to be established with the labour unions. Creative ways of collaboration need to be sought to better integrate unions to ILO activities. Unions should not be invited to participate the activities but they should be brought to a point that they feel obliged to be a part of these activities. Enthusiasm and commitment created in some private sector institutions should be expanded/replicated to cover labour unions as well.

Intervention design should link project outputs to project outcomes (immediate results) more strongly. When project outputs are not coupled with the outcomes properly, the promise for reaching the desired impact also becomes at risk. A good example is delivery of training for capacity improvement of institutions or for improving employability of individuals. As the attendance to training does not guarantee the desired outcome (improved capacity or employability in these cases) the targeted impact (e.g., better governance or community welfare) is also endangered. This can be overcome by taking supportive measures to reach project outcomes and defining performance-based indicators to measure developed capacities. The cost of producing these indicators may be included in project activities. Activities for measuring the capacity level of the target group, before, during, and at the end of the project can be a project activity. It can also be considered to implement long term results monitoring and/or impact assessment studies to follow up the outcomes of the projects.

It should not be expected that all laws are strictly enforced. Therefore, for sensitive issues such as child labour or violence against women, raising awareness about the legal sanctions may not always create a prohibiting effect on the target group. Creative communication tools should be developed to create a feeling in society associating these undesired instances to ostracization.

Recommendations for Improving Efficiency

As noted above, ineffective communication among local partners, especially public agencies impede the effectiveness of the outcomes of the projects. This also shows itself as a factor of inefficiency during implementation. Establishing effective communication channels among partners is not under the responsibility of ILO. However, communication strategies developed under the projects may provoke relevant institutions to better communicate with each other. Contributing to a long term impact.

ILO Office for Türkiye witnessed a rapid expansion in the last 10 years. Although majority of the staff is under temporary employment, it is observed that high performing staff are employed across projects creating a medium of permanent employment. Although the employment conditions may not change, at some point it will become inevitable for ILO Office for Türkiye to reconsider its structure to be organised taking into consideration the fields of intervention such as child labour, women in work, working conditions, etc, to improve efficiency.

Recommendations for Improving Sustainability

Reviewed reports frequently state that the sustainability of project outcomes is highly dependent on external factors such as ownership of public agencies, or the political context in general. This can be avoided by internalising the institutions who has responsibility in the sustainability of outcomes. Secondment programme of ILO which allows individuals working in public institutions temporarily work in the ILO office is a good mechanism for creating a team of “ILO volunteers” that support ILO activities and feel responsible for the sustainability of outcomes. Similar local mechanisms can be established to expand the practice to a wider selection of institutions, especially employer and worker representatives. If some private institutions feel the responsibility on avoiding child labour or improving working conditions, there must be ways of provoking similar responsibilities in public agencies or labour unions. ILO Office for Türkiye may choose to spend optimum effort to create a long-lasting sense of ownership and accountability in partner institutions by creating awareness on public service accountability and responsibility.

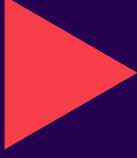
It is a widely accepted fact that the public institutions in Türkiye are in constant need of capacity improvement. There are many reasons behind the failure of establishing permanent capacity in public services such as not attracting qualified individuals to public employment, rapid turnover of staff, political affluences, etc. Therefore, the capacity improvement components of the projects should be designed to take this factor into consideration. Skills building on individuals is hardly reflected to institutional capacities. Influencing institutional culture should also be considered. Creative mechanisms should be developed not only for improvement of technical skills but developing sense of accountability and responsibility. Some key indicators may be developed for this purpose, and they will be monitored to measure the level of institutional capacity in key institutions.

Monitoring child labour is the main responsibility of public administration, particularly MoNE. MoNE is responsible for monitoring school attendance of the students, conducting necessary inspections to understand the reason behind unattendance, and report the insistent cases to law enforcement bodies. If all these implemented properly, child labour will be avoided to a considerable extend. ILO might consider more solid interventions to support proper operation of this mechanism.

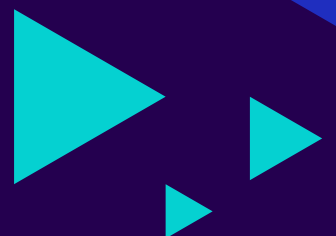
Sustainability of project depend on dissemination of achievements and best practices. There is a need for wider dissemination of these to stakeholders and general public. It is understandable that ILO Office for Türkiye have some concerns for not being at the forefront in areas directly under the responsibility of public agencies but better relations with media and more effective use of social media will increase the visibility of some actions and contribute to sustainability.

A common dissatisfaction of stakeholders noted in projects is that the feeling of not being included in all Project activities. Some stakeholders would like to be exposed to the “full picture” in order to understand their roles. Although it may not be essential to ensure that all parties of the project are involved or at least informed about all activities, some extra effort may be spent to include and inform all stakeholders in special occasions such as closing events of the projects. This will increase their ownership, contributing to sustainability and will encourage them to participate in future projects.

The business environment in Türkiye is not very favourable. Stamp taxes, higher utility rates, difficulties in accessing finance are major obstacles for start-ups and for small businesses. Türkiye is in the 34th position in the World Bank’s Doing Business Ranking 2020. Furthermore, although the burden on the employers for employment is considerably reduced in the last few years because of highly increase rates in minimum wage, it is not at sustainable levels, and it is expected to gradually increase up to 30% of the net salary at minimal wage levels. These should be taken into consideration while supporting activities such as developing entrepreneurship or formalising employment. Financial sustainability of new businesses and employment should be considered while initiating new formalisations. As demonstrated in various projects, supporting cooperatives may be more feasible and sustainable as the tax load on cooperatives is not very high and the sense of solidarity created in cooperatives have more contributing effect for developing feelings about common interests of the society. Collective entrepreneurship rather than individual entrepreneurship shall be supported.



Annexes



► **Annex I – List of Evaluation Reports**

No.	ILO TC/SYMBOL	Project Title	Budget	Donor	Type of Evaluation
1	TUR/17/50/EUR	Technical Assistance for Improving Social Dialogue in Working Life	€ 2,500,000	EU	Final
2	INT1703UNW	Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey	€ 1,259,054.23	EUTF ⁷	Midterm
3	INT1703UNW	Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey	€ 1,609,054.79	EUTF	Final
4	TUR/18/03/SWE	More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey	\$ 3,280,481.10	SIDA ⁸	Midterm
5	TUR1302SID	More and Better Jobs for Women: Women's Empowerment through Decent Work in Turkey	\$ 3,446,825	SIDA	Final
6	TUR/15/01/ NLDTUR/15/02/CAB	An Integrated Model for the Elimination of Worst Forms of Child Labour (WFCL) in Seasonal Agriculture in Hazelnut Harvesting in Turkey	€ 270,000 € 645,000	The Netherlands CAOBISCO ⁹	Final
7	TUR/21/01/CAB	An Integrated Model for the Elimination of Worst Forms of Child Labour in Seasonal Agriculture in Hazelnut Harvesting in Türkiye	€ 1,500,000	CAOBISCO	Midterm
8	TUR/17/04/USA	Promoting Decent Work Opportunities for Non-Syrian Refugees and Asylum Seekers in Turkey	\$ 2,100,000	USA ¹⁰	Midterm
9	TUR/17/06/USA	Improving Labour Market Integration of Syrian Refugees and host communities in Turkey	\$ 6,907,066	US PRM ¹¹	Midterm
10	TUR/17/06/USA & TUR/17/04/U	Cluster Evaluation of TUR/17/04/USA & TUR/17/06/USA			Final Cluster
11	TUR/17/07/EUR	Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Turkey	\$ 13,870,968.00	EU	Midterm
12	TUR/18/01/DEU and TUR/19/03/DEU	Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens	€ 25,700,000	KfW ¹² Germany	Midterm
13	TUR/19/02/USA	Decent Work Opportunities for Refugees and Host Communities in Turkey	\$9,775,422.00	US PRM	Midterm
14	TUR/19/02/USA	Decent Work Opportunities for Refugees and Host Communities in Turkey	\$9,775,422.00	US PRM	Final
15	TUR/20/01/EUR	Elimination of Child Labour in Seasonal Agriculture	€ 29,726,741	EU and the Republic of Türkiye	Midterm
16	TUR/20/02/FER	Elimination of Worst Forms of Child Labour in Seasonal Agriculture in Hazelnut Harvesting in Türkiye	€ 3,570,020 EUR	Ferrero Trading Luxembourg	Midterm

7 EUTF: European Union Regional Trust Fund

8 SIDA: Swedish International Development Cooperation Agency

9 CAOBISCO: Association of Chocolate, Biscuit and Confectionery Industries of Europe

10 USA: United States of America

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

12 KfW: Kreditanstalt für Wiederaufbau

► Annex II – Criteria and Questions

Relevance

- Relevance of the of the intervention models (from output to outcomes) at design and implementation stages within the broader environment (government policies, bilateral and multilateral initiatives, employers' and workers' organizations initiatives and demands):
 - To what extent are the ILO DC projects addressing key relevant components of and is contributing to:
 - ILO results framework, the ILO mandate and relevant policies, including gender equality and non-discrimination, international labour standards, social dialogue and disability inclusion,
 - National development strategies and UN Country programme frameworks (UNSDCFs) in piloting countries,
 - Constituents' organization's mission, mandate, strategic/organizational plans
 - The achievement of the relevant Sustainable Development Goals – especially SDG 5, SDG 8 and SDG 10.
 - To what extent have the DC projects been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context?
 - Is there a fit between the design of the DC projects and the direct beneficiaries' needs?
 - What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation processes of DC projects?
 - How well does the DC projects complement donors' other activities in the country?
 - In accordance with the overall objectives and outcomes, what specific measures were taken by the DC projects to address issues related to the gender equality and non-discrimination?
 - Have needs of all relevant groups being considered in the DC projects such as women and men, youth, ethnic groups, migrants, people living with disabilities, etc. ("no one left behind")?
 - Have potential market demands beyond those at the time of the project implementation been identified and promoted (i.e. changes in the world of work, digital economy, and green economy)?
- Appropriateness of the design of DC projects:
 - o Is intervention logic of the DC projects coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful and SMART to measure progress?
 - o To what extent are DC projects gender-responsive?

Coherence

- To what extent are DC projects compatible with national and regional strategies, and policies?
- How well does the DC projects fit with other interventions of the relevant partners?
- To which extent other interventions of the partners (particularly policies) support or undermine the activities under DC projects?
- Has the ILO Office for Türkiye established partnerships with relevant organizations/institutions at the global and country-level throughout the implementation of DC projects? What were their roles? To what extent have these partnerships been useful in the achievement of the intended results?
- What has been the added value of the ILO work in terms of comparative advantage?

Effectiveness

- To what extent do DC projects achieve their related objectives? What are the results noted, particularly in terms of notable successes or innovations? What are the major factors influencing the achievement or non-achievement of the objectives?
- What has worked and what not taking into account market needs and enabling environment for today and beyond (i.e. changes in the world of work, digital economy, green economy)?
- Have there been any unintended results (positive or negative)?
- What has worked and what not regarding different group needs (such as women and men, age groups, ethnic groups, migrants, etc. “no one left behind”)?
- To what extent have the DC projects adapted an approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the projects and their targets after the COVID-19 crisis?
- Have the DC projects fostered ILO constituents’ active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?
- Across the analysed projects, what was the overall balance between supply side, demand side, and matching interventions in terms of both allocation of resources and results achieved?
- How gender considerations have been mainstreamed throughout the project cycles (design, planning, implementation, M&E), including that of implementation partners?
- Which alternative strategies towards gender equality would have been possible or are still possible?
- Are the outcomes and overall objectives of the DC projects consistent with the mandate of ILO?
- How effective are the monitoring mechanisms of DC projects, including the regular/periodic meetings among project staffs and with the beneficiaries, donors and key partners?
- Are there communication strategies available? If yes, how effective were they implemented?

Efficiency

- What were the projects’ most and less successful strategies to use their resources for better results (e.g. working as “One ILO” partnering with other national and international organizations; focusing on specific interventions; building on existing work, developing innovative approaches etc.)?
- To what extent are DC projects delivered/achieved in an economic and timely way?
- Given the number and complexity of the DC projects, has the existing management structure and technical capacity been sufficient and adequate?
- To what extent are DC projects adequately monitored and evaluated?
- Have the DC projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?
- Did the DC projects benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?

Sustainability and impact potential

- To what extent were projects interventions able to create sustainable results? Which types of interventions proved more likely to be sustainable? If not, what action might be needed to create sustainable results?
- What factors within or generated by the project have made outcomes potentially sustainable?
- Which factors beyond the projects were key to enhance sustainable interventions?
- How likely will the ILO DC projects lead to results that will be sustained or integrated in other post-pandemic responses over time? What action might be needed to form a basis for longer term effects?
- What have been unique contributions from ILO Office for Türkiye at policy level (government, employers and workers’ organizations, private sector and civil society) and what made them unique?
- To what extent have the DC projects contributed to advance the ILO’s core principles (ILS, tripartism and social dialogue, gender equality)?

- ▶ To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?
- ▶ What is the level of ownership of the projects by partners and beneficiaries?
- ▶ How is the sustainability of the projects affected by the COVID-19 situation and in the context of the national and global response?
- ▶ To what extent have DC projects impacted gender asymmetries in the world of work?
- ▶ What type of interventions proved to be more impactful (in terms of both quality and scale of results)?

Lessons learned and good practices for future

- ▶ What are the to-date lessons learned from the process of the implementation of DC projects and how these lessons could be made use of for the formulation of future projects?
- ▶ Are there good practices to be replicated both nationally and globally?
- ▶ Are the DC projects successful in terms of advocating and promoting good practices through innovative communication tools?
- ▶ What lessons and good practices from the DC projects are relevant for the COVID-19 response?

Gender equality and non-discrimination issues

- ▶ To what extent do the DC projects mainstream gender equality in its approach and activities?
- ▶ To what extent do the DC projects use gender/women specific tools and products?
- ▶ Do the DC projects align with ILO's mainstreaming strategy on gender equality?

International Labour Standards (ILS), environment and Social Dialogue aspects

- ▶ How effective were the DC projects in using ILS promotion and social dialogue tools and products?
- ▶ To what extent did the DC projects mainstream social dialogue in their approaches and activities?
- ▶ To what extent did the DC projects mainstream environmental aspect in their project planning and activities?



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