



# ILO EVALUATION

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

<b>FINAL EVALUATION – KEY INFORMATION TABLE</b>				
<b>Project Title</b>	<b>INT/17/03/UNW: “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project</b>			
<b>Contracting Organization</b>	International Labour Organization (ILO)			
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<b>Name of the Evaluator</b>	Gökçe Baykal			
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<b>List of Abbreviations</b> .....	<b>5</b>
<b>Executive Summary</b> .....	<b>6</b>
<b>1. Project Background and Context</b> .....	<b>13</b>
<b>2. Description of the Project</b> .....	<b>14</b>
<b>3. Evaluation Background: Purpose; Scope and Approach</b> .....	<b>16</b>
<b>4. Evaluation Questions</b> .....	<b>17</b>
<b>5. Evaluation Methodology</b> .....	<b>19</b>
<b>6. Main Findings</b> .....	<b>22</b>
6.1. Relevance .....	<b>22</b>
5.2 Effectiveness.....	<b>30</b>
5.3 Efficiency .....	<b>44</b>
5.4 Coherence .....	<b>46</b>
5.5 Sustainability and impact potential .....	<b>49</b>
5.6 Mainstreaming Gender Equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects .....	<b>51</b>
<b>7. Conclusions</b> .....	<b>53</b>
6.1 Recommendations .....	<b>53</b>
6.2 Lessons Learned.....	<b>55</b>
6.3 Good Practices .....	<b>56</b>
<b>ANNEX B. Project Basic Information</b> .....	<b>70</b>
<b>ANNEX C. Evaluation Questions</b> .....	<b>72</b>
<b>ANNEX D. List of Interviewees</b> .....	<b>75</b>
<b>ANNEX E1. Key Informant Interview Protocol</b> .....	<b>76</b>
<b>ANNEX E2. Interview Template and KII Questions Guideline</b> .....	<b>77</b>
<b>ANNEX F. FGD Guidelines</b> .....	<b>79</b>
<b>Annex G. Document List</b> .....	<b>81</b>
<b>Annex H. Lessons Learned</b> .....	<b>81</b>
<b>Annex I. Good Practices</b> .....	<b>84</b>

## Preface

This evaluation was commissioned and managed by ILO’s Turkey Country Office under the overall oversight of the ILO Evaluation Office (Geneva). As the terms of reference state, the purpose of the final evaluation is to “*ensure and improve quality, accountability, transparency of the ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice*”. Such final evaluations are mostly used to draw out lessons to inform current and future project design and implementation. This is very much the approach adopted in this final evaluation.

The evaluation is based on a review of relevant documentation; a three-week online fieldwork mission in July/August 2020; and follow-up discussions with staff in the Country office. The consultant would like to thank Ayşegül Özbek Kansu, National Programme Officer, who implemented the evaluation process for ILO Country Office and Mehmet Akif Kılınc, Field Coordinator Assistant for his tireless organising of the main field missions, amongst other support. Both have provided much valuable input and guidance to the consultant and evaluation. Particular thanks are due to Özge Berber Agtaş, Senior Programme Officer in the Turkey Country Office for her management efforts and feedbacks during the inception phase. The consultant is also grateful to the Director of the ILO Office for Turkey, Numan Özcan, Senior Programme Officer, Nejat Kocabay and to the ILO staff and key partners, UN Women as a leading agency and ASAM in Ankara, who engaged so constructively with the evaluation process via attending key informant interviews. Their openness and willingness to reflect was essential to the process and is greatly appreciated. Finally, the evaluator would like to thank all those Syrian and host community women attended focus group discussions, trainers, interpreters, key staff members including directors, programme officers of Ministry of Family Labour and Social Service Directorate General of International Labour Force, Gaziantep Metropolitan Municipality, Ezogelin Public Education Center, Gaziantep Chambers of Artisans and Craftsmen, Gaziantep Local Directorates of Social Security Institution, Turkish Employment Agency, and Genç İşçi Cooperative.

## Disclaimer

Although it has been consultative in nature, the evaluation is an independent one. Responsibility for the contents of this report lies solely with the consultant.

## List of Abbreviations

<b>3RP</b>	Regional Refugee and Resilience Plan
<b>ASAM</b>	Association for Solidarity with Asylum-Seekers and Migrants (SGDD- ASAM)
<b>CAB</b>	Country Advisory Board
<b>DGILF</b>	Directorate General of International Labour Force
<b>DGMM</b>	Directorate General of Migration Management of the Ministry of Interior
<b>EC</b>	European Commission
<b>EU</b>	European Union
<b>EUTF</b>	European Union Regional Trust Fund
<b>EVAL</b>	ILO Evaluation Office
<b>KEDV</b>	Foundation for the Support of Women’s Work
<b>GESOB</b>	Gaziantep Chambers of Artisans and Craftsmen
<b>GMM</b>	Gaziantep Metropolitan Municipality
<b>GoTR</b>	Government of the Republic of Turkey
<b>ILO</b>	International Labour Organization
<b>IOM</b>	International Organization for Migration
<b>ILS</b>	International Labour Standards
<b>İŞKUR</b>	Turkish Employment Agency
<b>KEDV</b>	Foundation for the Support of Women’s Work
<b>KOSGEB</b>	Presidency of Administration of Small and Medium-sized Industrial Enterprises
<b>MoFLSS</b>	Ministry of Family Labour and Social Services
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>RF</b>	Results Framework
<b>RMRP</b>	Regional Refugee and Migration Response Plan of the UN
<b>SIDA</b>	Swedish International Development Cooperation Agency
<b>SSI</b>	Social Security Institution
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDCS</b>	United Nations Development and Cooperation Strategy
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women

## Executive Summary

### Background and Context

Turkey currently hosts more refugees than any other country in the world. There are 4 million registered refugees in Turkey, of which approximately 3.6 million are Syrian refugees.<sup>1</sup> Just under half of Syrian refugees (approximately 46%) are children and there are slightly more male Syrian refugees (56%) compared to female Syrian refugees.<sup>2</sup> The provinces in the Southeast host by far the highest concentrations of refugees. 81% of the refugees are concentrated in just four provinces: Şanlıurfa, Gaziantep, Hatay, in the South East, and Istanbul.<sup>3</sup> Among all 4 provinces, Gaziantep is the city, where the project under evaluation was implemented. As of 11 June 2020, there are 448,860 Syrians under Temporary Protection (SuTPs) residing in Gaziantep making up approximately 22 percent of the city’s total population.

The Government of Turkey has demonstrated a strong commitment to supporting refugees. Under the Temporary Protection (TP) regime, refugees are issued with an identification document which grants them the right to stay in Turkey and access to main public services, including free access to public health and education services, and access to social assistance for vulnerable cases. Besides and in align to the efforts Government of Turkey, the EU Regional Trust Fund (EUTF), in response to Syrian Crisis, supports UN Agencies to reduce the pressure on countries hosting refugees, including Turkey. As of January 2016, Syrian refugees can also have right to apply for work permits to access formal employment within their province of residence. However, this has not significantly improved the picture, particularly for vulnerable women refugees. Besides social norms accompanied by problems of childcare and male dominated nature of homes, which is undeniably behind the stated low female labourforce participation among Syrian women refugees, lack of Turkish language fluency, low education attainment, skills levels are among the largest barriers for employment. All of these factors raise major issues about Syrian women integration into labour market and empowerment of refugee women in general.

### Project Overview

The “*Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey*” Project is aimed at social and economic stabilization of Syrian women and girls, and to contribute into their self-reliance and ability to co-exist together via the following outcomes and outputs:

- i. Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities (Outcome 1)
- ii. Women and girls are engaged in promoting social cohesion and co-existence in their communities (Outcome 2)

Under the Outcome 1 of the project, ILO is responsible for “Output 1.2: Women are empowered and have access to long-term employment opportunities” to increase and promote the employability of women refugees. The project is funded by the European Union Regional Trust Fund for Syrian Refugees, the Government of Japan and the Government of Iceland. UN Women partnered with Gaziantep Metropolitan Municipality, the International Labour Organization (ILO) and the Association for Solidarity with Asylum Seekers and Migrants (ASAM) to implement the programme in Turkey. The project has been implemented in Gaziantep over 25 months between May 2018- June 2020 and has reached 2567 women (1870 Syrian, 530 Turkish citizens, 167 refugees from other countries) women as of March 2020. Throughout the project implementation, ILO has conducted several courses, vocational trainings and seminars mainly at SADA Women Development and Solidarity Center and also at

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<sup>1</sup> Turkey: Key Facts and Figures, UNHCR Registered Asylum Seekers by Age, Gender and Country <https://reliefweb.int/sites/reliefweb.int/files/resources/72544.pdf>, accessed on 8<sup>th</sup> of July, 2020.

<sup>2</sup> DGMM (29/12/2019) The distribution of age and gender of registered Syrians under temporary protection [http://www.goc.gov.tr/icerik3/temporary-protection\\_915\\_1024\\_4748](http://www.goc.gov.tr/icerik3/temporary-protection_915_1024_4748) accessed on 7<sup>th</sup> of July, 2020.

<sup>3</sup>DGMM (29/12/2019) Syrians under temporary protection (top 10 provinces) [http://www.goc.gov.tr/icerik3/temporary-protection\\_915\\_1024\\_4748](http://www.goc.gov.tr/icerik3/temporary-protection_915_1024_4748) accessed on 8<sup>th</sup> of July, 2020.

Gaziantep Chambers of Artisans and Craftsmen (GESOB) training Center. The vocational trainings were delivered in cooperation with Ezogelin Public Education Center (PEC) affiliated to the Ministry of National Education Directorate General of Lifelong Learning (MoNE DGLLL).

Due to the outbreak of a Pandemic (COVID-19) in the world and Turkey’s reporting the first case as of 11 March 2020 and based on the decision taken by Ministry of National Education, SADA Women Development and Solidarity Center also closed on 13 March 2020 to reduce risk of COVID-19 transmission. However, ILO Office in Turkey already reached targeted numbers at the end of 2019, therefore did not have a negative impact on the progress of ILO’s implemented part of the project. Even though ILO’s implementation of the output has ended, ILO continues to support SADA Women Cooperative for livelihood opportunities through local institutions like Gaziantep Chamber of Industry and Silkroad Development Agency and collaboration with international organizations like UNDP and GIZ.

### Evaluation background and Methodology

The purpose of this final independent evaluation is to ensure accountability and learning. This final evaluation assessed the project by carrying out 3 essential tasks: (i) to provide an independent assessment of the *performance* of the project; (ii) to assess the *outcomes* of the project and help to define ILO’s strategic positioning in Syrian refugee crisis and its contribution to better working and living conditions both for the Syrian refugees and the host communities, empowerment of women refugees and host country nationals, and (iii) to identify *good practices* and draw *lessons* and forward-looking *recommendations*. The evaluation covers all activities and components of the project for the period from May 2018 to June 2020, and it is intended to serve both accountability and learning purposes.

The evaluation applied the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, coherence, sustainability and impact potential. The final evaluation implemented a mixed methods approach utilizing both the qualitative data collected in the field and the quantitative data, including surveys conducted previously between October-December 2019. Due to the COVID-19 pandemic, which has resulted in restrictions on the mobility of the consultant to conduct an actual fieldwork, the fieldwork for the qualitative data collection was conducted online between July 22, 2020 and August 10, 2020. Therefore, a framework which is created by ILO Evaluation provided a guidance and support on how to conduct the planned final evaluation.<sup>4</sup> The evaluation included qualitative information from 6 focus group discussions (FGDs) with both Syrian (19 Syrian women) and 5 Turkish beneficiaries, in total conducted FGDs with 24 women and 19 key informant interviews (KIIs) held with national and international stakeholders including the main leading agency (UN Women), implementing partners (International Labour Organization, ASAM), and donor (EU Delegation in Turkey); national stakeholders (Directorate General of International Labour, Ministry of Family, Labour and Social services), and local partners (Gaziantep Metropolitan Municipality, Gaziantep Chambers of Artisans and Craftsmen (GESOB), İŞKUR Gaziantep, Social Security Institution Gaziantep, Ezogelin Public Education Center) and last but not least, Youth Deal Cooperative (Genç işi Kooperatifi) and 4 FGDs with 8 SADA Women Development and Solidarity Center vocational and language courses trainers and 2 Syrian women interpreters, plus 3 KIIs with seminar/workshop speakers.

In the quantitative assessment, post-test survey data was collected from 783 project beneficiaries, who attended and completed the training programs including Turkish language and Turkish conversation courses and several vocational training courses between October-December 2019. Even though this evaluation is primarily depended on originally collected qualitative data, the surveys conducted after the last trainings made a minor but relevant contribution to the final analysis.

Due to COVID-19, we used online platform to run the FGDs mentioned above so we had to keep the number of the attendants low, around 4 women. The selection of FGD participants was jointly organised

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<sup>4</sup> ILO, “Implications of COVID-19 on evaluations in the ILO Practical tips on adapting to the situation”, 24<sup>th</sup> April 2020, [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_744068.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf), accessed on August 01, 2020.

by the consultant and ILO project staff. However, due to the online nature of the fieldwork, we need to select women beneficiaries, who have access to the WhatsApp and/or zoom. Therefore, there was a selection bias, where the accessibility criteria played a role which might have led us to select the ones, who are a little bit better off in economic sense or who are eager to attend such activities. While acknowledging this, on the other hand, majority of the beneficiaries of the programme were vulnerable women. Therefore, they have comparable income levels, much or less, and belong to the very same socioeconomic group.

### Main Findings

The main findings of the final evaluation are clustered under six main themes: (i) Relevance, (ii) Effectiveness, (iii) Efficiency, (iv) Coherence, (v) Gender equality and non-discrimination issues, ILS and Social Dialogue aspects and (vi) Sustainability and Impact Potential. The main findings and descriptions of these findings of the report are as follows:

#### Relevance

Overall, the evaluation has found that the project was highly relevant in addressing a major constraint in Turkey -and in particular for the group of beneficiaries attending the program - with regards to female labour force participation, both Syrian refugee women and host community women, where the rates are quite low. The design and implementation of the components of the project under ILO’s responsibility are relevant to the national (i.e. UNDCS 2016-2020, 11<sup>th</sup> National Development Plan), regional (i.e. Regional 3RP and the Chapter on Turkey) and international priorities, needs of the Syrian refugee women and evolving contextual changes in Turkey. The project is also fully in line with the objectives of ILO and its vision and strategic directions and fits into its portfolio of ILO Response to the Syrian Refugee Crisis 2017-2021. Particularly, it is aligned with the ILO Programme and Budget (2018-2019 and 2020-2021) and ILO Programme of Support. In terms of the reaching out to the vulnerable population, the design of the project is based on a comprehensive need assessment of Syrian Women and Girls under Temporary Protection conducted in 2017 by UN Women in partnership with ASAM. However, compared to the project’s emphasis on responding Syrian refugee women’s needs, host community women and refugees other than Syrians are relatively unattended to within the ILO interventions. Overall, the project was highly aligned with the national priorities and sector policies and fit in the already existing phase of transition from humanitarian to development area in regard to responding to the refugee crisis in Turkey.

#### Effectiveness

The project was broadly effective in terms of reaching out and even exceeding the targeted number of Syrian refugee women and host community women and overall, the beneficiaries’ satisfaction of the trainings is outstanding. We were also able to measure through qualitative methods increases in their confidence, changes in their perceptions of the “other”, and increases their level of knowledge on specific issues, such as legal arrangements, work permits, women’s rights, etc. The vocational training courses were successful in delivering the women beneficiaries new skills, and/or build up on their previous skills to increase their chances to have access to the labour market. However, the effectiveness of the project in terms of increasing women participation into labour market is quite low, compared to the positive impacts it has created on women’s attitudes, perceptions, and personalities. Indeed, there are external factors, such as *high unemployment rates*, deteriorating economic situation, which has been worsening with the outbreak of *COVID-19*. In addition to these externalities, more structural issues such as patriarchal norms, conservatism and also care responsibilities stated as main barriers while attempt to access to a labour market. There are also internal factors that is hindering the project achievement, such as short duration of trainings’ inability to provide all the necessary skills that increase women’s employability, lack of equipment and materials to turn beneficiaries’ theoretical knowledge into practice, opening up vocational training courses that is not speaking to the needs of the current job market, and long and difficult procedure of having work permit. The selection of women for

attending these courses is crucial for its impact on effectiveness. In regard to this project, majority of the beneficiary women have babies, they are over 30s, uneducated, and since ASAM was providing the list, they were selected among women who had suffered from some sort of violence, or psychological problems, therefore it is the most vulnerable group on the one hand but on the other hand, this is the group of women who has less chance to access to labour market.

On the other hand, there are facilitating factors which contributed to the project’ effectiveness. These include, *provision of allowance* to cover any expenses, mainly mentioned as transportation and lunch costs, of beneficiaries, *provision of childcare services* to sustain beneficiaries’ attendance into the courses, provision of courses or any other activities in women-only center, where it helped them to secure their husband’s, father’s permission to attend to the courses.

#### *Providing basic life and market skills training programmes (Activity 1.2.1)*

The impact of attending *Turkish language courses* on beneficiaries is quite positive, however it is questionable whether attending language course has created a direct impact on their access to labour market since there are more structural problems such as care responsibilities, patriarchal and social norms. Indeed, the results of this analysis reveal that the language training created a positive change in women’s confidence while interacting with the outside world, especially through having access to hospitals, schools, etc. FGD discussions with women also confirms their high-level satisfaction with conversation classes since they mentioned that they find a chance to practice their Turkish.

#### *Providing market oriented vocational and technical training courses (Activity 1.2.2)*

*Providing market oriented vocational and technical training courses* constitute the backbone of the project’s outputs implemented by ILO. Overall, the satisfaction is quite high among Syrian refugee women. Based on FGD data, the main reason of attending these courses mentioned by beneficiaries is to find an opportunity to go out of house and learn some new skills: there is a need to diversify the subjects considering the local needs in Gaziantep and avoiding accumulation on the same subjects, as is the case for hair dressing.

#### *Providing entrepreneurship courses for Syrian women who are willing to start up their own business models (Activity 1.2.3)*

The *entrepreneurship training* assisted Syrian women with creating a business plan and financial plan and pitching it and provided a certificate to the women who are willing to start up their businesses. It also presented them a good networking opportunity. However, due to the economic and social barriers, majority of them lacked financial resources to run their businesses so that they were more inclined to have homebased businesses. Since the main barrier is access to capital, therefore, provision of start-up funding would be useful to support selected, potential women entrepreneurs.

#### *Establishing a mentoring/role model system for empowerment of women (Activity 1.2.4)*

Majority of the attendants found these seminars useful, inspiring and motivational, especially when role models shared the challenges that they have been facing with them. Some of the role models were used to be ex-beneficiaries of other ILO’s projects. The role model women’s sharing of their experiences, including difficulties and several barriers as challenges faced until establishing their own businesses, also created a synergy, this time between beneficiary women, while facilitating the transfer of knowledge and experience through peer learning.

#### *Providing opportunities and resources for small scale income generation activities & Supporting women’s cooperatives (Activity 1.2.5)*

The design and implementation of activity of providing opportunities and resources for small scale income generation activities was very relevant and timely for responding to the needs of refugee women. The impact of SADA Cooperative on women beneficiaries is quite positive. The beneficiaries have been quite content to work and produce together. SADA Cooperative marks a first of its kind in Turkey among the cooperatives as it brings most vulnerable Afghan, Syrian and Turkish women, including single mothers and female headed households. Furthermore, SADA Cooperative was the most innovative part of the project.

#### *Providing job-counselling and legal advice on work permits and job security (Activity 1.2.6)*

*Providing job-counselling and legal advice on work permits and job security* output has had a positive impact on increasing women’s knowledge on their economic rights and labour market participation and raised women’s awareness of their rights to have access to a decent job in Turkey. The effectiveness level of the trainings could have been higher if the target beneficiary group was among women who aimed to start working/were applying for jobs.

### **Efficiency**

The program’s efficiency has been evaluated under two main themes looking at (i) efficiency of program management and implementation; and (ii) the financial efficiency.

- i. *Efficiency of Programme Management and Implementation*: Joint programmes among UN agencies are scarce in Turkey and this is a challenge resulting in partial utilization of the partnership potential. However, this project offers for a collaboration between strong implementing partner/s (ILO, and ASAM) and leading agency (UN Women) having strong expertise in their fields ensure the successful implementation of the project and achievement of its objectives.
- ii. *Efficiency in financial means*: The extent to which the intervention delivered is resulted in an economic and timely way. What we mean by economic is the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcome and impact, in the most cost-effective way possible, as compared to feasible alternatives in the context. Outputs are delivered within the intended timeframe, in other words, a timeframe reasonably adjusted to the demands of the evolving context. This also include operational efficiency-how well the intervention was managed.

### **Coherence**

A document analysis and evaluation interviews indicated that a significant synergy created between the previous & ongoing projects of ILO’s Refugee Response, and the project being evaluated here. The project under evaluation also benefited from ILO’s strong expertise on providing decent work opportunities, facilitating the access of women into labour market and its experience of having partnerships and work experience with other UN agencies, local partners, especially Gaziantep Municipality, and national partners, Directorate of International Labour of MoFLSS, ISKUR, SGK has also contributed to the outcome of the project. On the EU side, the project also contributes to the achievement of the key priority set forth in the European Union Regional Trust Fund in response to the Syrian Crisis, namely, by supporting them in providing access to jobs and education that will be beneficial for both the refugees and host communities.

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

The design of the project has high emphasis on inclusion of women into project as sole beneficiaries, also providing them with training courses, awareness raising seminars, workshops while also introducing the best opportunities such as establishment of women cooperative, supporting their entrepreneurship skills, and ideas which increase and realized their opportunities to access to the labour market in Turkey. Gender mainstreaming has been specifically considered in designing, implementing in all parts of the project, including all individual and group activities implemented. Empowerment of women, in all aspects, exclusively economic empowerment under ILO’s responsibility, is vital and essential part of the overall project. A rights-based approach along with the decent work principles of ILO have been emphasized for protection of the vulnerable women. The introduction of seminars given under the project to beneficiaries where information was provided on the status of social security coverage of foreigners achieved upon obtaining the work permit, legal procedures for the access to labour markets by foreigners granted Temporary Protection and International Protection; seminars about *occupational safety and health*, culture of safety, risk assessment, work accidents and occupational diseases proves that the project under evaluation successfully contributed the promotion

of International Labour Standards (ILS), particularly ILS on occupational safety and health, vocational guidance and training, skills development and social security.

### *Sustainability and Impact Potential*

While we are able to see significant achievement and positive results in the short term, the longer term sustainability of the project and its impact depends on *four* factors (i) the continuation and scaling up of training sessions for selected participants (ii) the enhanced capacity of local partnering agencies to increase their ownership of the project outcomes, especially supporting Gaziantep Metropolitan Municipality on its endeavours (iii) continuing supporting cooperative, both organizing and implementing capacity building activities and creating business partnerships between the private sector and the SADA cooperative (iv) conducting policy advocacy addressing the sociocultural and economic barriers that constrain women’s labour force participation potential.

- i. In order to ensure Syrian and host community women’s entry into the active labour market, the follow up trainings should be conducted for selected participants, who has completed the previous trainings with achievements and have willingness to attend more and longer training sessions to improve their employability in the labour market.
- ii. Capacity building in local partner agencies is important for longer-term goals of the program. Especially Gaziantep Metropolitan Municipality shows eagerness to extend its protocol with Ezogelin Public Education Center to ensure the continuity of courses which are speaking to the needs of the refugee and host community women’s needs
- iii. The SADA women cooperative has several needs for enhancing its viability and sustainability of its business. The members of the cooperative still need capacity-building support which improves their ability to manage their own businesses. Besides capacity building trainings, the cooperative needs to be supported in network building, marketing support and linkages, technical linkages, building credit linkages, etc.
- iv. In order to address the barriers that vulnerable women, both refugee and host community, have continued to face while accessing to the job market , ILO and other stakeholders should engage in a number of advocacy and awareness activities throughout Turkey, which should be an activity under each project aiming to increase women’s participation into labour market.
- v. Private sector can contribute into the sustainability of the outcome of this project.

### *Conclusions and Recommendations*

Conclusion 1. The project has been significantly in line with Turkey’s national development priorities, global and regional response to Syrian refugee crisis. In particular, the project is relevant to the context and responsive to the evolving needs of Syrian refugee women.

Recommendation 1. The needs of non-Syrian refugee women should also be taken into attention and the next cycle of programmes could be designed to focus on their specific needs and challenges. Even though ASAM was responsible of reaching the host community women and registering the selected host community women to the center, ILO should articulate the needs of host community women and other refugee women for the next cycle of interventions targeting both refugee population and host community population in Turkey based on deeper analysis of areas where ILO hold comparative advantage.

Conclusion 2. The project is successful in reaching out one of the most vulnerable population, Syrian refugee women in align with UN’s commitment of “leaving no one behind” of SDGs. However, due to the ongoing economic crisis, structural problems and adverse effect of COVID-19, the effectiveness of the project in terms of increasing women participation into labour market stays quite low, compared to the positive impacts it has created on women’s attitudes, perceptions, and personalities.

Recommendation 2. Revising the targeting of the training program may be important for enhancing effectiveness: Targeting younger women with job prospects is likely to enhance the

project’s success in reaching its goals in terms of increasing the employability of women and girls

Recommendation 3. The training materials, duration and content have a significant impact on the effectiveness of the program. Reviewing and visualizing the training content and possibly lengthening the duration of training may help enhance efficiency in the upcoming trainings taking place in different ILO’s interventions.

Recommendation 4. The training courses should meet the needs of the labour market, with acknowledging the competition in the labour market.

Recommendation 5: Trainer selection matters in delivery of trainings: Since the targeted group is refugees who flee from their own countries due to the conflict and some might suffer from post-traumatic stress disorder, therefore the trainers’ attitudes, style and even choice of words is very crucial for the successful delivery of the program.

Recommendation 6: ILO should address the sociocultural and structural barriers and attitudes that constrain female labour force participation in Turkey.

Conclusion 3: The intervention delivered is resulted in an economic and timely way. Outputs are delivered within the intended timeframe.

Conclusion 4: A strong communication and coordination between the implementing partners and the national and local partners ensured the efficiency of programme management and implementation, which, in return, resulted in effectiveness of the project results.

Conclusion 5: Reaching out vulnerable women refugee population and host community women (rather in a limited sense regarding host community), and progressing and maintaining achievements underpinning women empowerment and gender equality has been a result within the shrinking gender space in Turkey.

Conclusion 6: While we are able to see some results in the short term, the sustainability of the project is depended on the continuation and scaling up of training sessions for selected participants, the local partnering agencies’ support for the women cooperative in terms of establishing networks, providing ongoing support by ILO and capacity building exercises by Youth Deal Cooperative, providing market opportunities, ensuring its visibility to related actors.

Recommendation 7: ILO and UN Women has taken effort to enhance women empowerment and employment opportunities at the same time, in particular for vulnerable women, and further support needed in terms of establishing business networks, holding capacity building exercises, providing market accessibility to the products that they produce in the cooperative given by these agencies should be ensured.

Conclusion 7: SADA Women Cooperative is the first women cooperative in Turkey that brings together Syrian, Afghan, and Turkish women under the same roof. The women are supported by income generating activities but also through community-based protection, social cohesion and psycho-social, legal and health services.

Recommendation 8: Cooperatives and entrepreneurship support provide specific platforms for women should be watched closely for future prospects that go beyond the current training, whilst also remaining sensitive to the burden that many women already bear. Many are in female-headed households or are expected to maintain traditional household roles.

### *Lessons Learned and Emerging Good Practices*

Some messages have emerged from the analysis of the document review, focus group discussions and key informant interviews and this section provides a discussion on lessons for future implementation of similar projects for improving project effectiveness, targeting and results, while this section also serves for presenting good practices coming out of this project.

- i. The main lessons learned coming out of this project is to target younger women with job prospects might have enhanced the project’s success in reaching its goals in terms of increasing the employability of women and improving their chances and opportunities in the labour

market. Conducting this training program with younger and more employable generation of women might have equipped them with knowledge of their rights and provided them with more knowledge and exposure to ideas of gender equality, and eventually lead to an impact on their labour force participation and access to decent jobs, which is the main goal of the project under evaluation.

- ii. The project uses the international, national and local expertise and experience by bringing together , UN Women as a leading agency and ASAM and ILO as the implementing agencies to join their forces in enhancing women empowerment and resilience of refugees and ILO.
- iii. In regard to the partnership, UN Women and its partners ASAM and ILO have agreed on their duties and there are no governance issues.
- iv. The creation of SADA Women and Development Center with a holistic approach for women’s empowerment, integrating diverse services and approaches of socio-economic empowerment, protection, and social cohesion is demonstrated the innovative approach that the project had taken.
- v. SADA Cooperative marks a first of its kind in Turkey among the cooperatives as it brings most vulnerable Afghan, Syrian and Turkish women, including single mothers and female headed households. Indeed, the Cooperative was selected as one of the top 10 scale-up projects by the Paris Peace Forum – a multilateral platform for global governance projects under the auspices of the Government of France – in November 2019 out of 1,600 projects.

## 1. Project Background and Context

1.1. Since 2011, the mass influx of Syrians fleeing the war in their country has made Turkey the country with the largest refugee population in the world. Turkey currently hosts more refugees than any other country in the world. There are 4 million registered refugees in Turkey, of which approximately 3.6 million are Syrian refugees.<sup>5</sup> Just under half of Syrian refugees (approximately 46%) are children and there are slightly more male Syrian refugees (56%) compared to female Syrian refugees.<sup>6</sup> Refugees are dispersed across all provinces, with large concentrations in metropolitan cities as well as along the Aegean coast. The provinces in the Southeast host by far the highest concentrations of refugees. 81% of the refugees are concentrated in just four provinces: Şanlıurfa, Gaziantep, Hatay, in the South East, and Istanbul.<sup>7</sup>

1.2. The Government of Turkey has demonstrated a strong commitment to supporting refugees. Under the Temporary Protection (TP) regime, refugees are issued with an identification document which grants the right to stay in Turkey and access to main public services, including free access to public health and education services, and access to social assistance for vulnerable cases. As of January 2016, Syrian refugees can apply for work permits to access formal employment within their province of residence, six months after acceptance of his or her Temporary Protection status. As of January 2018, Turkey estimated spending over \$30 billion on Syrian refugees since 2012. The estimation is reported on translation of spending from Turkish authorities, including AFAD, DGMM, Turkish Red Crescent (TRC) and other organizations, including municipal services.<sup>8</sup>

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<sup>5</sup> Turkey: Key Facts and Figures, UNHCR Registered Asylum Seekers by Age, Gender and Country <https://reliefweb.int/sites/reliefweb.int/files/resources/72544.pdf>, accessed on 8<sup>th</sup> of July, 2020.

<sup>6</sup> DGMM (29/12/2019) The distribution of age and gender of registered Syrians under temporary protection [http://www.goc.gov.tr/icerik3/temporary-protection\\_915\\_1024\\_4748](http://www.goc.gov.tr/icerik3/temporary-protection_915_1024_4748) accessed on 7<sup>th</sup> of July, 2020.

<sup>7</sup>DGMM (29/12/2019) Syrians under temporary protection (top 10 provinces) [http://www.goc.gov.tr/icerik3/temporary-protection\\_915\\_1024\\_4748](http://www.goc.gov.tr/icerik3/temporary-protection_915_1024_4748) accessed on 8<sup>th</sup> of July, 2020.

<sup>8</sup> Anatolian News Agency <https://www.aa.com.tr/tr/info/infografik/8044> [https://espas.secure.europarl.europa.eu/orbis/sites/default/files/generated/document/en/Toward\\_Long-Term\\_Solidarity\\_with\\_Syrian\\_Refugees\\_web\\_final\\_update\\_101118.pdf](https://espas.secure.europarl.europa.eu/orbis/sites/default/files/generated/document/en/Toward_Long-Term_Solidarity_with_Syrian_Refugees_web_final_update_101118.pdf), accessed on 6<sup>th</sup> of July, 2020.

1.3. As of July 2020, there are 2.1 million working age (15-65)<sup>9</sup> registered Syrians in Turkey, but the number of Syrians actively participating in the labour market is unknown, as the informal nature of their employment makes it difficult to know exactly. In the absence of comprehensive data on the labour market status of Syrians in Turkey, it is estimated that between 500,000 and one million Syrians actually work. Most sources indicate that Syrians are working predominantly in the textile and apparel sectors, as well as in education, construction, services, and especially agriculture.

1.4. A survey conducted by the Turkish Red Crescent in 2018<sup>10</sup> showed that 20.7% of the Syrian workers in education are employed in irregular jobs, while this rate increased to 92% for those Syrians employed in the agricultural sector. Informal and irregular employment inevitably come with low wages—well below legally prescribed minimum pay—as well as poor working conditions and exploitation. Looking at those through a gender lens renders visible that such circumstances often have even more severe effects on women.<sup>11</sup>

1.5. In January 2016, the government began allowing registered Syrian refugees to access formal employment opportunities by making it easier to obtain work permits. However, this has not significantly improved the picture, as only around 34,570 work permits<sup>12</sup> had been issued by the end of 2018, according to the labour statistics published by Ministry of Family, Labour and Social Services.<sup>13</sup> It is reported that out of 34,570 work permits, only 8.8 percent is given to women, which means only 3,047 women had a working permit, whereas 31,526 men are given legal working permits. It is no surprising if we consider social norms into account, where there is a cultural background, where men are expected to work away from home while women are expected to do so at home. According to a recent study, only 11.2 per cent of women aged 15-65 work compared with the 71.0 per cent of men who do so.<sup>14</sup> The small percentage of working women among Syrians is not uncommon across MENA region countries. Even female labour force participation has been rising (25.2 percent in 2006) and now, 38.3 in 2018 in Turkey, it is still lagged behind OECD average of 64.6.<sup>15</sup>

1.6. Besides social norms accompanied by problems of childcare and male dominated nature of homes, which is undeniably behind the stated low female labour force participation among Syrian women refugees, lack of Turkish language fluency, low education attainment, skills levels are among the largest barriers for employment. All of these factors raise major issues about Syrian women integration into labour market and empowerment of refugee women in general.

## 2. Description of the Project

2.1. The overall objective of the project “*Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey*” is to ensure that “women, girls and their communities are resilient to conflict, displacement and other crises”. The project aims at social and economic stabilization of Syrian women and girls, and to contribute into their self-reliance and ability to co-exist via following output for Turkey:

- i. Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities (Outcome 1);

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<sup>9</sup> Source: <https://www.goc.gov.tr/gecici-koruma5638>, accessed on 8<sup>th</sup> of July, 2020.

<sup>10</sup> [https://reliefweb.int/sites/reliefweb.int/files/resources/MnE\\_Livelihoods\\_Survey\\_Findings\\_03042019.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/MnE_Livelihoods_Survey_Findings_03042019.pdf)

<sup>11</sup> Rejane Herwig, “Syrian Women’s multiple burden at the labour market and at home.”

<sup>12</sup> As of June 2020, source: <https://multeciler.org.tr/turkiyedeki-suriyeli-sayisi/>

<sup>13</sup> <https://ailevecalisma.gov.tr/media/31746/yabanciizin2018.pdf>, accessed on 8<sup>th</sup> of July, 2020. Even though the figure is outdated but it is the only and latest official figure that can be located Ministry’s website.

<sup>14</sup> Luis Pinedo Caro, “Syrian Refugees in the Turkish Labor Market”, February 9, 2020.

[https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms\\_738602.pdf](https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms_738602.pdf), accessed on 5<sup>th</sup> of July, 2020.

<sup>15</sup> [https://stats.oecd.org/Index.aspx?DataSetCode=GENDER\\_EMP](https://stats.oecd.org/Index.aspx?DataSetCode=GENDER_EMP), accessed on 5<sup>th</sup> of July, 2020.

2.2. The first outcome of the project aimed to help guarantee that women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities. This helps women and girls overcome social, structural and contextual barriers and integrate into host communities. The SADA Women’s Empowerment and Solidarity Center in Gaziantep continues to serve as the main location for all social and economic empowerment activities to be implemented under the project’s framework although a few activities were implemented in facilities close to the center; such as women empowerment workshops, vocational training courses, social cohesion activities, etc. Extensive livelihoods support tailored specifically for women and girls aimed to ultimately result in a more resilient refugee community. Through the services, referrals, training courses, provided via the centre, women - refugee and host country nationals – would have increased access to short term financial assets and production skills. In sum, as it is stated above, the overall goal of the project is to contribute into Syrian women and girls’ self-reliance and ability to co-exist via various interventions aiming to empower women economically and socially in Turkey. The project’ theory of change is based on the premise that by providing skills development programmes, language training for women both from Syrian and vulnerable groups in host communities will have resilient livelihoods.

2.3. The ILO, as the specialized agency of the UN for the world of work, implemented economic empowerment project for Syrians that seek to develop their skills, prepare them to take jobs, support their entrepreneurship capacities and increase their resilience. Under the Outcome 1 of the project, ILO was responsible for “Output 1.2: Women are empowered and have access to long-term employment opportunities” to increase and promote the employability of women refugees.

2.4. The target groups and the beneficiaries of the project were the *most vulnerable Syrian refugee women and the HC women* specifically living in the province of Gaziantep in Turkey (See Map below). Gaziantep is one of the Turkish cities most affected by the refugee influx deriving from the Syrian crisis, only 60 miles away from Aleppo and hosting more than 400,000 refugees. The massive influx of refugees to Turkey has had an enormous impact on local communities. As a consequence, Gaziantep has experienced a huge pressure and demand on municipal services, infrastructures, human resources, and budget. Tensions between Syrian refugees and the host community are increasing, and participation of Syrians in the labour market is low, especially among women, thus resulting in a lack of self-sustainability and the need for external support. ILO targeted promoting decent work opportunities for these specific target groups by enabling them to meet with labour market actors and thus increase their opportunities for employability. Access to formal work and training opportunities would reduce the risks of exploitation and engagement in negative coping mechanisms, while supporting access to safe, dignified and decent working conditions in line with the legislation both for Syrian and HC women and girls. To this end, the project targeted improving the abilities and skills of the beneficiaries via seminars, courses and vocational trainings.

2.5. The Project officially started in February 2018, based on the agreement between UN Women and EC/EUD. ILO Office for Turkey has signed a UN to UN Agreement with UN Women on 26 April 2018 and the activities were started to be implemented in early June 2018.



Source: UNHCR, <https://data2.unhcr.org/en/documents/details/79578>, accessed on October 19, 2020.

### 3. Evaluation Background: Purpose; Scope and Approach

3.1. This evaluation was commissioned by ILO’s Turkey Country Office (TCO) and carried out under the overall supervision of the ILO Evaluation Manager. The objectives were threefold: (i) to provide an independent assessment of the performance of the project; (ii) to assess the outcomes of the project and help to define ILO’s strategic positioning in Syrian refugee crisis and its contribution to better working and living conditions both for the Syrian refugees and the host communities, empowerment of women refugees and host country nationals, and (iii) to identify good practices and draw lessons and forward-looking recommendations. The evaluation covers all activities and components of the project for the period from May 2018 to August 2020, and it is intended to serve both accountability and learning purposes.

3.2. The main project stakeholders of the evaluation are identified as primary stakeholders and secondary stakeholders: (i) the first (primary stakeholders) are those involved in implementation of the project – including national and international partners, donors and staff involved in the implementation of project (ii) the second (secondary stakeholders) consists of beneficiaries of the project, refugee and host community women, who benefit directly from the contributions of the project and also experts and service providers, such as specialists on gender equality, occupational health and safety and cooperative and trainers and interpreters of the vocational training courses.

The primary stakeholders are identified as follows:

**The Government.** Ministry of Family, Labour and Social Services, DG for International Labour Force, workers and employers organizations constitutes the main national partners. The evaluation will be of particular interest to the line ministries stated above with which ILO collaborates during the implementation of the project.

**UN partners.** ILO works closely with other UN agencies in Turkey, in this project, most notably: The Entity for Gender Equality and the Empowerment of Women (UN Women). It is expected that the evaluation

conclusions and lessons learned will be important for this collaboration, not least to optimize joint contributions, synergies and complementarity.

**NGO partners.** ASAM as a non-governmental organisations (NGOs) and a partner of this project will also have a direct stake in the findings and recommendations.

**Donors.** As a donor, the EU Delegation in Ankara – without which a project of this scale and diversity would not be possible – have a direct stake in the evaluation findings, particularly as these related to ILO and its partners’ performance (accountability).

**ILO Stakeholders: Management and project staff at ILO Office in Turkey.** Besides the ILO Turkey Country Office Management, this includes a variety of internal users including: project staff at ILO Office in Turkey, both in Ankara and Gaziantep. Senior management in ILO who can draw upon the evaluation findings for regional and corporate learning and accountability purposes. The evaluation may inform future programme design; assessments of how local and regional priorities are implemented; and it may further ILO’s work on promoting decent work opportunities both for Syrian and host communities’ women in Turkey and providing prospect for future collaboration areas with UN Agencies.

**Local partners:** There are local partners located in Gaziantep, which are Gaziantep Metropolitan Municipality, Gaziantep Chambers of Artisans and Craftsmen, İŞKUR Gaziantep, Social Security Institution Gaziantep, Ezogelin Public Education Center and SADA Women Development and Solidarity Center. They have a direct stake in the findings and recommendations.

More generally, it is anticipated that the evaluation will be of use and value to all those concerned with the female labour force participation and women empowerment in Turkey. While the lessons identified primarily concern ILO, it is hoped that the related learning will have wider application.

3.3. The evaluation covered all activities and components of the project for the period from May 2018 to August 2020.

3.4. All aspects of this evaluation have been guided by the ILO evaluation policy, which adheres to the OECD/DAC Principles and the UNEG norms and standards. Therefore, this evaluation focused on all OECD/DAC criteria –relevance, effectiveness, efficiency, sustainability and impact potential – with due reference to complementarity and coordination with others. Timeliness of response was considered under the heading of effectiveness. With regard to *impact*, both the actual impact and potential impact for future were considered. With regard to *relevance*, the evaluation considered the fit between ILO’s programme framework and those contained in the UNDCS, Regional Refugee and Resilience Plan (3RP), ILO Programme of Support and national development frameworks. Issues relating to coherence were evaluated and noted as well. Some attention was also be given to future resourcing (funding, HR). For the more analytical and lesson-learning aspects of the evaluation, the evaluation focused in more depth on one main area of intervention contained within Outcome 1, namely: empowerment of women through access to long term employment opportunities and through the promotion of employability of women (Output 1.2).

#### 4. Evaluation Questions

Please find the evaluation questions here listed below:

Evaluation Criteria	Evaluation Questions
Relevance	1.1. How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – with particular focus on SDG 5 and SDG 8? How the project outcomes contributed to localisation of SDG in the country?

	1.2. Is there a fit between the project design and the direct beneficiaries’ needs?
	1.3. How well does it complement other ILO projects, particularly under the Refugee Response Programme in the country and/or other donors’ activities?
	1.4. Were the project approach and activities relevant to the needs of the constituents and the stated objectives? Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?
	1.5. What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
	1.6. Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?
	1.7. Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
	1.8. Are indicators useful and SMART to measure progress?
Effectiveness	2.1. To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
	2.2. What were the major factors influencing the achievement or non-achievement of the objectives?
	2.3. Have there been any notable successes or innovations?
	2.4. Have there been any unintended results (positive or negative)?
	2.5. Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
	2.6. To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?
	2.7. How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
	2.8. How effective was the communication strategy implemented?
Efficiency	3.1. Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?
	3.2. How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?
	3.3. Have the projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?
Coherence	4.1. How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?
	4.2. To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?

	4.3. How well does the interventions of the project fit with other interventions of the relevant partners?
	4.4. To which extent other interventions of the partners (particularly policies) support or undermine the project activities?
Sustainability and Impact Potential	5.1. Are the results achieved likely to continue till the end of ongoing project and after it?
	5.2. Are they likely to produce longer term effects?
	5.3. What action might be needed to bolster the longer term effects?
	5.4. How the project envisages achievement of solutions for sustainable results?
	5.5. What is the level of ownership of the programme by partners and beneficiaries?
	5.6. How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?
Gender equality and non-discrimination issues, ILS and Social Dialogue aspects	6.1. To what extent did the project mainstream gender in its approach and activities?
	6.2. To what extent did the project use gender/women specific tools and products?
	6.3. How effective was the project in using ILS promotion and social dialogue tools and products?
	6.4. To what extent and how are the gender inequalities addressed through the project ?
	6.5. To what extent have men and boys been involved in discussions, activities and processes?
Lessons Learned and good practices for future	7.1. What are the lessons learned from the implementation?
	7.2. How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation and implementation of a new possible project?
	7.3. Are there good practices to be replicated both nationally and globally?
	7.4. Is the project successful in terms of advocating and promoting good practices through innovative communication tools?
	7.5. What lessons and good practices from the project are relevant for the COVID-19 response?

## 5. Evaluation Methodology

5.1. This section presents the overall evaluation methodology, specifying the approach to different components of the evaluation process and data sources consulted during the evaluation process. The evaluation methodology takes into account the requirements of the ToR as well as the evaluation criteria defined by OECD DAC.

5.2 The primary methods used in the evaluation are *documentary review*, using mainly ILO materials such as progress report, midterm and final evaluation reports, project materials; academic publications, national reports, actions plans and also regional strategy documents, mainly 3RP reports; and *key informant interviews* (KIIs), both with ILO project staff and those from international and national organisations; *focus group discussions* (FGDs) with women beneficiaries of the programme and *post-*

*training surveys*. Even though this evaluation is primarily depended on qualitative data, the surveys conducted after each training by ILO made some but limited contribution to the final analysis.

#### *Document review*

5.3 Analysis of key documents and the qualitative data collected in the field constitute a core part of the evaluation. They are used both as information sources in their own right and as a basis for triangulating information gained through key informant interviews and FGDs. A reference library of documents has been compiled during the inception phase, fieldwork phase and analysis phase of the evaluation, see Document List in Annex X.

#### *Key informant interviews*

5.4 KIIs were conducted with those individuals within and outside ILO judged to be best placed to help answer the top-line questions in the evaluation matrix, together with the subsidiary questions set out in the same matrix table. The guiding questions provide a framework within which questions can be asked, rather than a questionnaire to be followed for all interviewees. A semi-structured approach was adopted, using selected questions from the list above to elicit broad responses, as well as issue-specific lines of enquiry (see interview protocol & template below). Whenever new issues (additional to those already identified) arised, they were taken into consideration.

5.5 Key informants from within ILO were those staff involved directly in the project, from the Country Office and field office. Leading agency and implementing partner organisations, both national and international (i.e. UN Women and ASAM) were interviewed. Key ILO counterparts in the Ministry of Family, Labour and Social Services, DG International Labour Force was also consulted in Ankara. The consultant also held an interview with the major donor to ILO programme, EU Delegation. In local level, the consultant held interviews with relevant staff members at Gaziantep Metropolitan Municipality, Gaziantep Chambers of Artisans and Craftsmen, Ezogelin Public Education Center, İŞKUR Gaziantep, and Social Security Institution in Gaziantep.

5.6 A general protocol and guidelines for the conduct of interviews and meetings is located under Annex E.

#### *Focus Group Discussions*

5.7 6 FGDs were conducted with 19 Syrian women beneficiaries of the programme and 5 Turkish beneficiaries, in total 24 women attended into the project activities. They were selected among beneficiaries, whom have an access to online platforms, such as zoom and/or WhatsApp. 1 FGD was conducted with 5 host community women, the other 5 of them were conducted with Syrian refugee women. One of the criteria for selection of focus group participants is their regular attendance to the courses. The ideal size of FGDs is around 6-8 people, however due to COVID-19, we used online platform to run these FGDs so we kept the group numbers in smaller size around 3-5 women. The key fieldwork officer in ILO provided support during the participant recruitment selection phase. ILO generated a list of beneficiaries of different programmes under study. During the initial phone call for the invitation (by ILO) to participate in the study, potential participants were given assurance that this is a voluntary activity and there will be no consequences on their beneficiary status based on their response.

5.8 The participants in focus group discussions were similar across the FGDs in terms of their age distribution, education status and marital status. The profile of the participants is as follows: (i) the mean age of participants was 38 years; (ii) the majority of women in the groups had only completed basic education or less; (iii) more than 85 per cent of the participants are married. The FGD guidelines can be located under Annex F.

*Data collection: sampling proposal and rationale*

5.9 In order to benefit from a wide range of perspectives in gathering qualitative data on ILO’s project, the consultant consulted a range of informants selected from the primary stakeholder categories outlined in section 3.2 above. The more specific list of organisations and government departments consulted is contained in the Annex C. We reached 19 key informants and conducted interviews with them, The evaluation included qualitative information from 6 focus group discussions (FGDs) with both Syrian (19 Syrian women) and 5 Turkish beneficiaries, in total conducted FGDs with 24 women and 19 key informant interviews (KIIs) held with national and international stakeholders including the main implementing partners (International Labour Organization, ASAM), leading agency (UN Women) and donor (EU Delegation in Turkey); national stakeholders (Directorate General of International Labour, Ministry of Family, Labour and Social services), and local partners (Gaziantep Metropolitan Municipality, Gaziantep Chambers of Artisans and Craftsmen (GESOB), İŞKUR Gaziantep, Social Security Institution Gaziantep, Ezogelin Public Education Center) and last but not least, Youth Deal Cooperative (Genç işi Kooperatifi) and 4 FGDs with 8 SADA Women Development and Solidarity Center vocational and language courses trainers and 2 Syrian women interpreters, plus 3 KIIs with seminar/workshop speakers. All the key informants included in the list during the inception phase was consulted.

*Limitations*

5.10 Due to the COVID-19, the fieldwork took place online and all FGD group meetings were conducted either through zoom or WhatsApp. One of the challenges is the selection of the beneficiaries for the FGD groups. We need to make this selection rather based on their availability and accessibility to the online tools, which increased the selection bias and eliminate the randomization of sampling. The beneficiary women who were able and afford to have calls from facilitator find a chance to attend these meetings. Another challenge is the WhatsApp programme’ limitation of participant number. Giving a call to more than 3 women was not possible in some cases, where all participants should have the latest version of the online platform. It was also challenging not to see the attendants (where the connection strength was low), therefore in some places, the focus group discussions turned out to be interviews conducted with the beneficiaries. Another challenge experienced by the moderator was women’s availability for a limited time due to their childcare responsibilities, etc. Some of them need to leave the FGDs earlier than expected. Therefore, we couldn't keep the same number of people in the discussion from the beginning to the end. Last but not least, since majority of the women beneficiaries, except women actively working in women cooperative, attended to the talk from their homes. They were hesitating while talking about obstacles, barriers set by their husbands and/or other family members due to their presence in the house, in some cases, in the same room

## 6. Main Findings

### 6.1. Relevance

*How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – with particular focus on SDG 5 and SDG 8? How the project outcomes contributed to localisation of SDG in the country?*

6.1.1. Data collected across primary and secondary sources indicates a high alignment of the project with Turkey’s main strategic documents underpinning empowerment of women, both refugee and the host community. First of all, the objectives of the project align with the United Nations Development and Cooperation Strategy (UNDCS) 2016-2020<sup>16</sup>. Within the individual pillars of the UNDCS, there is consistency between areas targeted by the project and relevant pillar of UNDCS on gender. The UNDCS document has a specific pillar devoted to gender equality and women empowerment. Under Pillar 3, Outcome 3.1 speaks to the objects of this project, where *improved legislation, policies, implementation and accountability mechanisms to enable equal and effective social, economic and political participation of women and girls by 2020*. Since the emphasis of the project is increasing women’s labour force participation, in general economic participation of women, therefore, the project supports Turkey’s national development priorities. In regard to UNDCS document, other pillars also contribute to the empowerment of refugee women as well. The pillar on migration and international protection (known as Pillar 4) has a specific goal of increasing level of awareness on social cohesion among target population (host community, migrants and people under international protection), which also speaks to the one of the main goals of the project, which is increasing social cohesion between refugees and host community. As the project has a specific focus on improving the employability of the vulnerable Syrian refugee and HC women, its outputs contribute to the achievement of results of the UNDCS under Pillar 4. The alignment between UNDCS and the project depends on the collaboration between ILO and other UN Agencies with the Government of Turkey in the drafting and designing stage of the document. As it was also mentioned by the key informants of UN agencies, they shared all their experiences, best practices of their projects targeting refugees, while attending the regular meetings with the government partners. The exchange of experiences, important learnings from the field made a contribution to the design of UNDCS document. Therefore, this project has aligned with the development priorities of both UN and Government of Turkey.

6.1.2. At the level of national priorities concerning empowerment of women, the project is closely aligned with and refers to the 10<sup>th</sup> National Development Plan (2014-2018). In terms of gender equality, the main objectives of the Plan were to empower women in all aspects of social, economic and cultural life, to improve the status of family and to strengthen social integration. Further involvement of women in decision-making processes, increasing their employment, education and skills level were planned to be ensured during the Plan period. In order to eliminate discrimination and violence against women, increasing the level of social consciousness with formal and informal education particularly starting from the early childhood was aimed. Directly related to the purposes of the project, the tenth plan also targeted to increase the female labour force participation rate from 29.5 percent in 2012 to 34.9 percent in 2018.<sup>17</sup> Therefore, 10<sup>th</sup> National Development Plan which was operating at the time of the design and implementation of the project, closely aligned with the project targets. The plan also presented the objectives in the light of four dimensions of development, where one of them was Qualified people, strong society. Under this dimension, the woman is one of the categories together with the family.

<sup>16</sup> United Nations Development and Cooperation Strategy Turkey (2016-2020), 2015, Ankara, Turkey, [http://www.un.org.tr/wp-content/uploads/UNDCS-Final-2016\\_-1.pdf](http://www.un.org.tr/wp-content/uploads/UNDCS-Final-2016_-1.pdf)

<sup>17</sup>

6.1.3. There is a strong evidence of continued relevance of the project’ objectives to the 11<sup>th</sup> National Development Plan (2019-2023), which was operating at the time of the implementation of the project. Given the fact that Turkey has the lowest female labour force participation rate among OECD countries, there are many references in the document on increasing female participation in the workforce. There are many references in overall of the document that is stating the problem of women’s low participation of the labour force and the strategies to be taken while attempting to increase the rates. One of the priority areas is perfectly overlapped the one of the biggest success of the project, which is women cooperatives. In the 11<sup>th</sup> National Plan, there is a planning to giving a support to cooperatives operating in priority sectors, particularly women’s cooperatives.<sup>18</sup> Even though National Plan aligns with the priorities of the project, the elimination of word of “gender” from the programme document is quite problematic. In order to make the needs meeting the ends, there should be an emphasis on gender equality. However, 11<sup>th</sup> National Plan eliminated the word of “gender” from the document.

6.1.4. This project assisted Turkey meet its commitments to Sustainable Development Goals, and the objectives of the project, mainly outputs conducted by ILO speaks SDG 1 “*End poverty in all its forms everywhere*”, SDG 5 “*Achieve gender equality and empower all women and girls*” and SDG 8 “*Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*”. Since the project targeted the most vulnerable segment of refugee and host community, the project addresses SDG 1 to eradicate the poverty among poor refugee and host community population. By doing this, the project also addresses the central message of the 2030 Agenda of “leave no one behind”, which is at the heart of the SDGs, as a commitment. It is understandable that since the main target population of the project is women and girls through gender responsive activities, therefore the project outputs directly contributes to the SDG 5. The project also contributes significantly to SDG 8 (Promote inclusive and sustainable economic growth, employment and decent work for all) through the economic empowerment activities like vocational trainings, entrepreneurship trainings, establishment of women cooperative and informative seminars on work life carried out by ILO Office for Turkey.

6.1.5. Supporting SDGs through the activities conducted under the project also created a synergy with the initiatives stated in the ILO’s Strategic Plan (2018-2021)<sup>19</sup> and the project outcome 1.2. “*Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities*”. *The End to Poverty Initiative*, which provides the overall framework for the ILO’s contribution to the implementation of the 2030 Agenda, *the Women at Work Initiative*, will help build an evidence base on which to develop and implement innovative measures to advance the ILO’s work for gender equality and non-discrimination, *the Enterprises Initiative*, which extends ILO’s reach and influence in promoting decent work at the enterprise level—they all enhance and contributes to relevance of the project to strategic interests of ILO, support SDGs, exclusively SDG 1, SDG5 and SDG8.

6.1.6. However, beyond this project, refugees are mainly absent in the data and reporting for SDGs. Indeed, refugees are not just absent in the data and reporting. They are missing from the goals, targets, and indicators — the foundations of the SDGs. Therefore, even the projects targeting the refugee population attempts to make a contribution to SDGs, there is no target setting specifically for refugees. UN agencies, in that regard, ILO can play a role of advocacy to support national statistical offices to include refugees in household surveys, then they will make refugees count. Therefore, rather than aligning project outcomes with SDGs in generic terms, it is better to allocate some resources on advocacy.

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<sup>18</sup> 11<sup>th</sup> National Development Plan, p:

<sup>19</sup> ILO’s Strategic Plan 2018-2021, [https://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_531677.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_531677.pdf)

*Is there a fit between the project design and the direct beneficiaries’ needs?*

6.1.7. The project is designed on the base of need assessment conducted by UN Women and Association for Solidarity with Asylum Seekers and Immigrants (ASAM)<sup>20</sup>. A comprehensive needs assessment of Syrian women was undertaken with the aim of gathering information on the needs of refugee women and girls, the challenges they are facing to access services and identifying areas that need improvement. Structured and in-depth interviews were conducted with 1291 Syrian women and girls across seven cities. The need assessment revealed that the main problems that Syrian women have been facing are access to better housing conditions, language and access to employment opportunities. The project was designed according to the findings of the need assessment research. First of all, since the language barrier is stated as a major obstacle that stands in the way of Syrian women to access rights and services, one of the project interventions is to provide basic life and market skills training programmes, which include addressing language skills, mainly Turkish.

6.1.8. As a second point, one of the research finding is Syrian women low participation into labour force. Only 15% of women work in income-generating jobs. Therefore, providing different opportunities to ease the access of Syrian women into the labour market, such as market oriented vocational and technical training courses, entrepreneurship courses for Syrian women who are willing to start up their own business models, opportunities and resources for small scale income generation activities was designed in the project to response to the needs of Syrian women. Last but not least, majority of Syrian women (73%) stated that they do not know where to seek assistance related to violence or harassment. They also stated that they are unaware of various support services: 68% do not know about free legal counselling; 63% about home care, 59% about psychosocial support and 57% about childcare services.<sup>21</sup> Therefore, when the project was designed, there were awareness raising seminars, informing workshops were organized to make a response to these needs. In sum, specific objectives of the project were designed in line with the needs of vulnerable Syrian women. However, the needs of host community women and needs of non-Syrian refugee women were overlooked and left behind while designing the programme. Another drawback is even though the project was designed to respond to the needs of Syrian women, it is important to acknowledge that Syrian refugee women are not homogenous group, they have different capabilities, and their needs are divergent.

*How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors’ activities?*

6.1.9. Even though the first Syrian refugees began to cross into Turkey in April 2011, the formulation of interventions targeting refugee population came into the international agenda, particularly UN organizations’ agenda around late 2014 and early 2015. Aligned with UN agencies’ interventions, ILO also conducted a need assessment surveys in the field to understand the needs of the population and also to know the targeting population, such as their education level, their skills, their employability status, etc. and also attended stakeholder meetings to comprehend formulate programmes that responded to the needs of Syrian refugees in Turkey<sup>22</sup>. After strengthening ILO’s knowledge database on the target population and supporting Syrian refugees in Turkey since 2015, the ILO Office for Turkey

<sup>20</sup> 2018, Need Assessment UN Women and ASAM, [http://sgdd.org.tr/wp-content/uploads/2018/08/The\\_Needs\\_Assessment\\_ENG\\_WEB.pdf](http://sgdd.org.tr/wp-content/uploads/2018/08/The_Needs_Assessment_ENG_WEB.pdf), accessed on August 18, 2020.

<sup>21</sup> Ibid.

<sup>22</sup> KII4

has introduced a comprehensive strategy and inclusive response to the Syrian refugee crisis in 2017, which is based on 3 integrated pillars<sup>23</sup>:

1. Increase the availability of a skilled, competent and productive labour supply to facilitate access to decent work for refugees and Turkish host communities (As it is stated during the key informant interviews that the inclusion of Turkish host communities as a target group has been there since the beginning of the formulation of programmes by ILO<sup>24</sup>)
2. Support local economic development in specific sectors and geographic locations to stimulate job creation and entrepreneurship opportunities for refugees and Turkish host communities
3. Provide support to strengthen labour market governance institutions and mechanisms to assist Turkey in implementing inclusive development strategies.

*Are the project approach and activities relevant to the needs of the constituents and the stated objectives? Are the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?*

6.1.10. This project under evaluation is standing out among many other similar projects with its practice of bringing together UN Women, ILO and ASAM to share their expertise and experience in enhancing women empowerment and resilience. The innovative approach is demonstrated by the creation of a SADA Women and Development Center with a holistic approach for women’s empowerment, integrating diverse services and approaches of socio-economic empowerment, protection, and social cohesion.

6.1.11. Gaziantep Municipality is one of the Turkish cities most affected by the refugee influx deriving from the Syrian crisis, hosting more than 400,000 refugees. As a consequence, Gaziantep has experienced a huge pressure and demand on municipal services, infrastructures, human resources, and budget. Gaziantep Metropolitan Municipality’s (GMM) has responded to the Syrian crisis through providing various kinds of support, from ensuring basic needs, to finding creative ways to enhance integration, providing education, employment, health services, social services, and humanitarian aid. As the Municipality has already engaged in providing services and assistance to the vulnerable refugee population, the activities and outputs of the project under evaluation are fully aligned with the needs of GMM.

6.1.12. ILO, as the implementing partner, conducted several courses, vocational trainings and seminars mainly at SADA Women and Development Center and also at Gaziantep Chambers of Artisans and Craftsmen (GESOB) training center. The vocational trainings were delivered in cooperation with Ezogelin Public Education Center (PEC) affiliated to the Ministry of National Education Directorate General of Life Long Learning (MoNE DGLLL). Trainers were also selected (in some cases) and/or suggested by PEC. Besides, all Turkish courses and VETs were delivered by Ezogelin Public Education Center (PEC) affiliated to Ministry of National Education (MoNE). All the training modules were also aligned with the modules of the Directorate General of Life Long Learning of the Ministry of National Education (MoNE), which gave a credibility and also strengthened the chances of employability of the Syrian refugee women and host community women attending these official courses. On the other side of the equation, it also served the needs of the local partners by strengthening their local capacity.

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<sup>23</sup> ILO, Lessons Learned of ILO’s Refugee Response Programme in Turkey: Supporting Livelihoods of Opportunities for Refugees and Host Communities, June 2019, [https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms\\_710833.pdf](https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---ilo-ankara/documents/publication/wcms_710833.pdf), accessed on September 1, 2020.

<sup>24</sup> KII1, KII3

6.1.13. ILO’s local partners have also contributed to the project outputs, namely, MoFLSS DGILF at central level, SSI and İŞKUR (Turkish Employment Agency) at Gaziantep provincial directorate level regarding providing vocational guidance and counselling services which facilitate post-training job placements in close coordination with the local agencies stated above. Throughout the project implementation İSKUR Provincial Directorate was in close coordination with the provision of courses, registration of beneficiaries to Turkish Employment System. Inclusion of local partners and strengthening their capacities has also created significant positive impact on the access of the Syrian refugees to decent work and contribute to their integration into the formal labour market. However other local actors, like GESOB and/or Gaziantep Chambers of Industry and Commerce, which were relevant but not active constituents. However, GESOB offered its facilities to be used for the purposes of the trainings and seminars and based on interviews with its staff, they helped to reach out and inform the host community beneficiaries of the programme. And also according to the QIN (July -September 2018) report submitted to European Union, the establishment of new women cooperative was also projected to be in GESOB as well, however after consultations, it was established in SADA Center.

6.1.14. Other partners, including NGOs such as Foundation for the Support of Women’s Work (KEDV), Gencisi Kooperatifi (Youth Deal Cooperative), General Directorate of Cooperatives, and Ministry of Customs and Trade supported the activities, particularly activities concerning establishment of women Cooperative, legislative issues on cooperatives, were quite cooperative on that end. Overall, the evidence collected in the field proved an important contribution/support of national and local actors to the project outputs. Even their willingness to be interviewed for the purposes of this evaluation and their willingness to answer each question demonstrated their support and involvement as partners into the project.

*What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?*

6.1.15. In general, the feedback mechanisms usually rely on a mix of tools ranging from in-person visits to more complicated digital systems. Even though in this project, the beneficiary feedback was taken into consideration while implementing the project, however there was no official feedback mechanism designed and set for the purposes of the project. Noting that, face to face feedback mechanism was often preferred by beneficiaries. For example, the course attendant women informed their Turkish language course instructors about their willingness to practice Turkish more, then ILO responded effectively and efficiently and timely to add Turkish speaking courses besides Turkish formal A1 and A2 level courses<sup>25</sup>.

6.1.16. Another feedback given by beneficiaries, which was taken into account by ILO, was opening up courses that was the interest of beneficiary women, such as skin care, hairdressing, cooking, etc. that are mainly labeled as “women jobs”. Even though UN Women suggested opening up more gender neutral courses the ILO has suggested opening up different courses, based on the fact that this was one of the feedback coming from women. Therefore, there was a balance in the course subjects, taking into account the requests of the refugees, to ensure the inclusion of beneficiary feedback in the design and implementation stage, such as opening up hairdressing courses and also taking into account the labor market needs, such as opening up courses in shoe making, computer training.

*Is the design of the project appropriate in relation to the ILO’s strategic and national policy frameworks?*

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<sup>25</sup> KII1, KII5.

6.1.17. The primary goal of the ILO today is to promote opportunities for women and men to obtain *decent work*, in conditions of freedom, equity, security and human dignity.<sup>26</sup> The primary goal of ILO and the objectives of the project under evaluation, which is securing *decent work* for refugee women in the long run while increasing and promoting the employability of women refugees are perfectly aligned. The design of the project and the objectives of the project are also perfectly in line with the ILO’s Strategic Plan for 2018–21. Throughout the Strategic Plan, gender equality, social dialogue and international labour standards are described as necessary cross-cutting policy issues, where the project activities cut across all aspects of the policy issues stated in the Strategic Plan document.

6.1.18. In regard to national policy framework, as this project is targeting the most vulnerable women, access to formal work and training opportunities which reduces the risk of exploitation, engagement in negative coping mechanisms, while supporting the access to safe, dignified and decent working conditions in line with the national laws and regulations both for Syrian and host communities’ women and girls. As it is stated above, for the ILO, decent work lies at the “heart of social progress” and has thus become one of its major strategic policy concepts.

6.1.19. In addition to this, the project is also fully in line with the objectives of the National Strategy Document and Action Plan on Women’s Empowerment for 2018-2023, adopted by the DG for Enhancing Women Status MoFLSS. In accordance with this Strategy, the project activities include training, mentorship and awareness raising related to improving women entrepreneurship and empowering women by disseminating ICT use. The trainings and seminars of the project are designed to provide a link to women empowerment and active labour market needs and strategies in the country. The project has also a focus on empowering women’s cooperatives in an effort to combat informal work.

6.1.20. The Regional Refugee Response and Resilience Plan (3RP) has been launched by the United Nations (UN) in December 2014, bringing together more than 200 partners in a coordinated, region-wide response to assist Syrian refugees and the communities hosting them. 3RP concentrates and facilitates multiple efforts on the issues of protection, food security, education, health, basic needs & essential services and livelihoods of the refugees. The project under evaluation is very relevant to the issue of livelihoods of refugees. Furthermore, as it is noted in the Turkey chapter of the 3RP 2020-2021, access to employment is challenged by various factors, including the challenges related to the implementation of the work permits regulation, lack of awareness about their social rights, protection as well as their obligations, access to information and infamously the language barrier. The Project activities, especially under ILO’s responsibility was designed to overcome these challenges and very relevant to the 3RP stated priorities. People with specific needs, in particular women and children at risk, also be a priority for the 3RP. In regard to responding the needs of the most vulnerable segment of the refugee population, the expansion of safe spaces for women and children have been prioritized.<sup>27</sup> Although there are community centres by different organization, such as TRC, ASAM, etc. however very few of them serving only women and girls. This is also a strong aspect of the project in delivering the courses and seminars at a special and safe women-only center which fulfils the 3RP priority, which is “*to promote meaningful access of the most vulnerable SuTPs and HC members to the services provided under this plan in safety and dignity, a process to mainstream protection principles in the 3RP sectors is underway*”.

6.1.21. At the level of UN Agencies, especially ILO and UN Women, document review points to the evolving quality of gender mainstreaming across country strategies, stemming from Agencies’ own strategic plans and directions in this regard. For instance, ILO’s Action Plan for Gender Equality notes

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<sup>26</sup> ILO Decent Work Country Programme, A Practical Guidebook-2016 [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---program/documents/genericdocument/wcms\\_561025.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_561025.pdf)

<sup>27</sup> Turkey: 3RP Country Chapter - 2019/2020, <https://data2.unhcr.org/en/documents/details/68618>, accessed on October 2020.

gender-equality, as one of the cross-cutting themes from ILO’s Strategic Framework, would be mainstreamed through the projects and regular work under the priority areas.<sup>28</sup>

*Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?*

6.1.22. The ILO implemented economic empowerment part of the project for Syrians that seek to develop their skills, prepare them to take jobs, support their entrepreneurship capacities and increase their resilience. Under the Outcome 1 of the project, ILO was responsible for “Output 1.2: Women are empowered and have access to long-term employment opportunities” to increase and promote the employability of women refugees. To achieve the planned outcome, there were series of activities planned and implemented listed below:

**Activity 1.2.1** Providing basic life and market skills training programmes (address language skills (Turkish), computer courses gender equality and women’s human rights.)

**Activity 1.2.2.** Providing market oriented vocational and technical training courses

**Activity 1.2.3.** Providing entrepreneurship courses for Syrian women who are willing to start up their own business models

**Activity 1.2.4** Establishing a mentoring/role model system for empowerment of women

**Activity 1.2.5** Providing opportunities and resources for small scale income generation activities & Supporting women’s cooperatives

**Activity 1.2.6** Providing job-counselling and legal advice on work permits and job security

6.1.23. The activities were designed to increase and promote the employability of women refugees and host community women and the design and content of the trainings served for this purpose. However, achieving the overall goal of having access to long-term employment opportunities might need more longer-term interventions and also their success is based on externalities, such as the situation of economy, job market, social norms, etc. The project objectives and expected results were defined in a specific way and clearly express what kind of changes the project intended to bring about in comparison to the initial situation in the project proposal. However, since the main outcome is demanding and overarching and there are social and economic barriers to realize the outcome, a clear theory of change explaining the logic and underlying risks, risk mitigation strategies, how to overcome these risks to make the change happen as an outcome of these interventions should have been defined better.

6.1.24. Another point important to mention is even though the activities were supporting objectives and realistic to achieve planned outcome of increasing capabilities, skills of both refugee and host community women, some of the activities were overlapping and serving for the same purposes. The activity 1.2.1 should have been targeting only refugee women and all effort should have been focused on increasing their Turkish speaking and understanding ability. Beyond conversation courses, there should have been Turkish courses introducing the job terminology so that they could have involved into the vocational training courses as active participants and have better change to learn more. Based on evidences collected through FDGs, some of the beneficiaries found it hard to manage multiple things together, such as learning Turkish, adapting to training environment, getting together with the host community members, getting know the trainer better, having a relationship as student and teacher. It seemed like it created an additional burden on the beneficiaries on the one side. If the first interventions, activities had focused on increasing their language ability, it would have created better results in women’s access to labour market since the language barrier is the major obstacle prevent the refugees attending the labour market in Turkey.

<sup>28</sup> ILO Action Plan for Gender Equality, 2018-2021, [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms\\_645402.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_645402.pdf), accessed on September 2020.

6.1.25. On the other hand, flexible approach in activities, such as adjusting the activities according to the needs of the refugee population was timely and efficiently conducted. Based on demands of refugees, ILO had initiated “Turkish conversation courses” into their curriculum so that the refugees found a chance to practice their Turkish, which increased their Turkish speaking ability. This was an example of how responsive ILO got to the arising needs demanded by the beneficiaries’ side.

6.1.26. On the other side, the project had a high ambitious goal of generating refugee women entrepreneur development in Turkey via providing entrepreneurship courses for Syrian women who were willing to start up their own business models. However, due to the several social, economic and legal barriers that will be stated under effectiveness section below, ILO team realized that the activity designed in the project didn’t make a contribution to the outcome, therefore, they decided to remove the course out of their activities. It holds true for the vocational training courses—if there was no demand, ILO took a flexible approach, like this one, in their activities and adjusted them and took specific measures as appropriate to the contextual conditions.

6.1.27. Overall, with few exceptions, the intervention logic was coherent and successfully contributed to the outcome at this point. However, since the outcome is too ambitious to achieve in a short run, the activities contributed to achieve the output in the long term.

#### *Are indicators useful and SMART to measure progress?*

6.1.28. Throughout this project, ILO was responsible of implementing economic empowerment component of the project for Syrians that seek to develop their skills, prepare them to take jobs, support their entrepreneurship capacities and increase their resilience. Under the Outcome 1 of the project, “Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities”, ILO was responsible for “Output 1.2: Women are empowered and have access to long-term employment opportunities” to increase and promote the employability of women refugees. To measure the progress, the indicators of Output 1.2 are:

- i. Number of Syrian refugees and host communities participating in active market programmes (vocational, technical and employability skills training),
- ii. Number of Syrian refugees and vulnerable host communities supported through awareness raising/mentoring seminars,
- iii. Number of MSMEs benefitting from the training,
- iv. Number of Syrian refugees and host communities participating in small-scale income generation activities and programs funded by the Facility

6.1.29. Overall, the indicators are useful and SMART (Specific, Measurable, Achievable, Relevant, Time-bound) to measure whether the project achieved its outcome in quantity level. In other words, the indicators are dedicated to measure whether the project was successful to reach out the targeted number of women. All indicators under Output 1.2 are quantitative output indicators, that describe the number of people reached out. Indeed, it is an important measure of progress. However, it is also equally important to describe the quality of the outputs by, for example, asking training participants whether the course that they attended provided was clear, comprehensive, and relevant to their skills, whether it increases their chance to participate into the labour market, etc.

6.1.30. On the other hand, output indicators rely on de jure measures, descriptive measures such as provision of training, number of people benefiting from these trainings. However, outcome indicators are more de facto measures describing the real changes that these outputs will produce in the longer term. In this project, the outcome 1 indicator is “*Number of women refugees and HC national receiving support from this project, actively seeking livelihood opportunities*”. Indeed, it is particularly ambitious goal to achieve, whereas these indicators listed above are necessary but not sufficient to measure the

empowerment of women in economic terms. The qualitative indicators measuring the empowerment such as decision-making processes between men and women about managing budget of the households, this is also concerning women’s economic participation, advancement and agency are largely absent.

6.1.31. Besides qualitative concerns, there are external obstacles, structural factors to achieve the outcome of women economic empowerment and having access to long term employment opportunities, including but not limited to the opacity of bureaucratic procedures and non-computerized work permit applications as a slowing factor in this process, low issuance of formal work permits (still), involvement of women refugees in precarious and short term seasonal jobs, the problems of childcare and the feudal (male-dominated) nature of homes, economic crisis in Turkey, rise in unemployment rates due to COVID-19, etc. In addition, refugees receiving cash support from EU financed cash transfers (social assistance) programme called Emergency Social Safety Nets (ESSN) risk of losing benefits, if they work formally.

## 6.2. Effectiveness

*To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?*

6.2.1. Throughout the implementation of the Programme, 5050 women participation in activities and services provided under the “Output1.2. Women are empowered and have access to long-term employment opportunities”. Of all the participant women, 72 per cent of them were Syrians and 6 per cent of them of other nationalities, i.e. Iraqi or Afghan. The remaining 22 per cent of the participants were Turkish citizens.

6.2.2. In the first quarter of 2020, 82 women participated in active market programmes. Ninety-five per cent of these women were Syrians and the five per cent was Turkish. During this period, up until the COVID-19 crisis forced a lockdown and suspended all the activities, they attended Turkish language training. In the meantime, 35 children benefited from the childcare services provided at SADA Centre. Because the targets were already reached for the Indicator 2 awareness raising seminars, no activities in this domain was provided. Additionally, 52 women benefited from small-scale income generation activities under the output indicator number four. Forty-six Syrian and four Turkish women participated in traditional food production, textile and shoe making training.

**Output 1.2: Women are empowered and have access to long-term employment opportunities.**

Indicators	Period	Syrian	Turkish	Other	Total	Target	Success rate
1. Number of Syrian refugees and host communities participating in active market programmes (vocational, technical and employability skills training).	2018-2020	1870	530	167	2567	1600	160%
2. Number of Syrian refugees and vulnerable host communities supported through awareness raising/mentoring seminars.	2018-2020	940	295	76	1311	800	164%
3. # of MSMEs benefitting from the training.	2018-2020					1	100%

4. Number of Syrian refugees and host communities participating in small-scale income generation activities and programs funded by the Facility	2018-2020	820	310	42	1172	800	147%
<i>Total number of participants</i>		3630 (72%)	1135 (22%)	285 (6%)	5050	3200	158%

Source: Quarterly Information Notes (QIN) 2018-2019-2020

6.2.3. As it is stated in the project document, the ILO has implemented economic empowerment component of the project for Syrians and host community women that seek to develop their skills, prepare them to take jobs, support their entrepreneurship capacities and increase their resilience. Under the Outcome 1 of the project, ILO is responsible for “*Output 1.2: Women are empowered and have access to long-term employment opportunities*” to increase and promote the employability of women. Under this output, the following activities have been undertaken by the ILO:

- i. Providing basic life and market skills training programmes (Activity 1.2.1)
- ii. Providing market oriented vocational and technical training courses (Activity 1.2.2)
- iii. Providing entrepreneurship courses for Syrian women who are willing to start up their own business models (Activity 1.2.3)
- iv. Establishing a mentoring/role model system for empowerment of women (Activity 1.2.4)
- v. Providing opportunities and resources for small scale income generation activities & Supporting women’s cooperatives (Activity 1.2.5)
- vi. Providing job-counselling and legal advice on work permits and job security (Activity 1.2.6)

#### *Providing basic life and market skills training programmes*

6.2.4. According to the need assessment study conducted by UN Women stated that the language barrier is a major obstacle that stands in the way of Syrians to access rights and services. The study found that 70% of Syrian women do not speak any Turkish. This has an immediate effect on their access to services and employment. In alignment to the need assessment study, FGD attendants also confirmed the necessity of speaking Turkish language in order to have access to public services, labour market, dealing with everyday difficulties and integration into the Turkish society: “*We need to learn the Turkish language to live here. It is very necessary to speak to people and being capable to manage our lives, go to the dispensaries, hospitals, the market, and our children’s schools*” (Syrian woman, 26 years old, married) Therefore, providing Turkish language courses are very relevant to the needs of Syrian women and the demand for enrolling and attending Turkish language classes are quite high accordingly. The majority of beneficiaries stated that speaking Turkish is quite a useful tool for “*building up confidence when interacting with people*”, “*essential for making friends and communicate with the neighbours*”, “*finding a job in Turkey*”, “*being less dependent on other family members who speak Turkish and being more independent*” and also “*helping children’s homeworks*”. Among all stated reasons above, “*communicating with the people while being outside of the house*” comes first, “*being more independent*” comes next, then “*finding a job*”, “*contributing to household income*” comes third.

6.2.5. The impact of attending Turkish language courses on beneficiaries is quite positive, however it is questionable whether attending language course has created a direct impact on their access to labour market since there are more structural problems mentioned by them that prevent their access to the labour force participation. Turkish language fluency is definitely one of the barriers but beyond that low education and skill levels are among the largest barriers for employment. Moreover, bureaucratic procedures, long and time-consuming process of work permit applications are among the others. The

problems of childcare and male dominated nature of many homes also deter Syrian women from contributing economically.

*“Since I am a mother now and I have a small child, I need a job where I feel that my son is safe and close to me. I cannot leave my son with other people and go to work, I cannot trust anyone, even the close ones.”* (Syrian woman, 36 years old, married).

6.2.6. Therefore, more structural problems have been faced by Syrian women while accessing to a labour market and it is not easy to overcome these barriers by only speaking Turkish. However, it doesn't mean that these language trainings don't create any impact on women. It has a significant impact on increasing confidence of women while integrating into social life, making new friends, articulating their problems and needs while interacting with teachers in schools, with health staff members in hospital, with local staff members in address registration offices called Civil Registry Office or ID registration offices regarding any issues with address registration or ID problems.

6.2.7. The main barrier facing the participants is beneficiaries' scheduling their time according to the needs of family members and childcare responsibilities are the one of the major barriers that was mentioned by the majority of the beneficiaries:

*“The only difficulty that I faced that my children were going to school and I have to arrange my schedule to fit their times.”* (Syrian woman, 26 years old)

*“The only difficulty I face that my son is very small. It was difficult during winter or hot weather to bring him to the center every day”* (Syrian woman, 36 years old)

6.2.8. Another difficulty that was mentioned among Turkish language course beneficiaries is the belated allowance payments. It is not specific to Turkish language course beneficiaries and other courses attendants also stated this problem and trainers also complained about how late payments constituted a barrier for women refugees. Since all of the course beneficiaries have been facing financial difficulties, they had difficulty to afford transportation fees without allowance payments that they received from ILO.

*“I had the financial difficulty to attend the course at the beginning. They didn't make the payments on time. However, this is not a problem for me anymore. They submitted our transportation allowance a few months after the beginning of the program”.* (Syrian woman, 52 years old, divorced)

6.2.9. Since the demand for Turkish language course is quite high, more beneficiaries were reached out than the expected output. Beyond Turkish language courses, several computer literacy training courses, which is considered as one of the key key competencies and basic life skills required for the Syrian refugee women and host community women and girls to increase their employability and thus reduce their vulnerability, were introduced. Both proficiency in Turkish language skills and basic computer skills are the most desired attributed in the job candidates requested by employers. Based on the evidences drawn from FGDs, the course beneficiaries were also aware of the fact that acquiring both language and computer skills is the most important assests that is demanded while accessing into labour market.

#### *Providing market oriented vocational and technical training courses*

6.2.10. Providing vocational and technical training courses constitute the backbone of the project's output implemented by ILO. ILO organized vocational trainings programmes for women to contribute to textile, garment and shoe-making industries in general. The specific types of vocational and technical training courses included, among other things, traditional handicrafts packaging, hairdressing, skincare, and cooking.

6.2.11. Due to the high demand for vocational and technical training courses, the target number is already exceeded, therefore in the output level, the target is met. However, it is more important to analyse the impact of these courses on beneficiaries and whether these courses create positive impact on beneficiaries’ access to labour market, whether attending these courses increasing their chances in the labour market, whether the beneficiaries are successfully integrated into the labour market, etc.

6.2.12. Based on FGD data, the main reason of attending these courses mentioned by beneficiaries is to find an opportunity to go out of house and learn some new skills:

*“I joined the program since I wanted to learn something new. It was an opportunity for me to go out of the house. Before that, I couldn’t go out by myself. My mother used to accompany me everywhere. Now I can go to the course by myself and I feel much more independent”. (Syrian woman, 26 years old, married)*

Even though attending women has an aim of accessing to the labour market in the near future, this is not their main priority while attending these courses. They stated that they would like to make a contribution to household income at some point but for now, they were happy to gain new skills, have some trainings to build up their skills, however they are not too optimistic to find a job in near future. Majority of the hairdressing course attendants stated that they would like to open up their hairdressing saloon in the future, however they end up doing their self-care in their home with the new skills they had learned.

6.2.13. Due to the high demand for specific courses, such as hairdressing, the women with hairdressing skills and/or experience in the past so that they can build on, were instructed to attend other courses where there was a low demand, such as packaging course. Therefore, some of the women, who already have an experience and think about opening up their own hairdressing saloon found themselves in irrelevant vocational training courses. This is one of the drawbacks of the programme which lacks matching skills of women with the courses offered.

*“I used to work as a hairdresser in Syria. I wanted to continue practicing my work here. I told them that I want to join the hairdressing course, but they said that they were full, so they sent me to the shoemaking course.” (Syrian woman, 39 years old)*

*“I used to work as a hairdresser in Syria and I wanted to learn Turkish to practice my work here in Turkey. However, the demand was high, and the course was full so they sent me to the packaging course, but I do not regret about it.” (Syrian woman, 36 years old)*

6.2.14. Another obstacle, both mentioned by trainers and attendants, is the lack of the training materials, equipment, such as projector, fridge, etc. which were “must” items to practice beneficiaries’ skills while having the training. The beneficiaries stated that the majority part of the training is based on theory and they didn’t find time and also materials to practice their skills. The statement is mostly held true for hairdressing and cooking courses.

6.2.15. Even though the duration of the courses is determined by MoNE since MoNE modules were utilized during the trainings, the beneficiaries were complaining about duration of the training time. Within a short timeframe, it is not feasible to turn women skills into professional one which will increase their chances to find a job in the labour market:

*“The course duration was not sufficient for us to be able to be employed. The content was very good but three months is not enough to learn a profession”. (Syrian woman, 32 years old, married)*

*“The courses’ content was very good, but the duration of the training was too short. The teachers didn’t have enough time to cover everything”.* (Syrian woman, 20 years old, married)

6.2.16. Overall the impact of vocational training courses on beneficiaries are quite positive, however it doesn’t help them to have access to labour market in short term.

#### *Entrepreneurship courses for Syrian women who are willing to start up their own business models*

6.2.17. The entrepreneurship courses targeted the beneficiary women who have completed the modules on basic life skills and vocational skills. Then, among these group of beneficiaries, women who were willing to and also have capacity, were offered to take part in entrepreneurship classes. ILO successfully collaborated with the KOSGEB (Small and Medium Industry Development Organization), which is a public entity responsible of supporting the entrepreneurs in Turkey, to ensure that women benefiting from these modules would have access to the micro-grants and favorable credit schemes. The first cohort (23 women) successfully attended and completed the first course, then the second cohort (21 women participant) completed and received a certificate. Out of 44 women, 26 of them were Syrians and 18 of them were Turkish citizens.

6.2.18. Even though the content and quality of the training was high, there are some structural barriers that is hard to overcome and these barriers had an impact on the achievement of this course and achievement of participants as well. Although the participants were informed during the course on developing various business ideas, and business functions and types, most participants wished to start up a homemade souvenir shop, making cookies and other staff at home or hairdresser. Majority of them lacked financial resources to run their businesses so that they were more inclined to have homebased businesses. One of the trainers interviewed mentioned that financial difficulties can be overcome with a small funding opportunity provided to the beneficiaries such as in the form of one-time funds or microcredits. And also, he suggested that grant competitions might arise the interest in entrepreneurship courses since the attendants’ unwillingness to attend such a course is depended financial difficulties.

6.2.19. Another main reason for women to incline to have homebased businesses is women’s business endeavors are mostly driven by necessity and the lack of other opportunities. Therefore, women’s businesses are mostly clustered in the handicrafts sectors. It means beneficiary women tend to work in informal, micro-scale businesses which are commonly associated with decent work deficits, which is contrast with the main objective of this project, which is *“having access to decent work”*. Such small-scale businesses are seldom covered by social security systems and labour law.

6.2.20. Another shortcoming, apart from activity itself but as a general barrier, is discriminatory gender norms and social perceptions of entrepreneurship, these two are also among the major barriers to women starting a business, especially considering vulnerable refugee women. In general, women are constrained by cultural norms and traditional roles. Carrying the bulk of the (unpaid) household and care-giving responsibilities within their families, women have little time to participate in the labour market and also, being self-employed, having all the job related responsibilities, it is really hard, particularly for vulnerable refugee women, therefore, likelihood is quite low that beneficiaries would take any steps towards creating a business or in other words, it will take much time, more trainings on that end.

#### *Establishing a mentoring/role model system for empowerment of women*

6.2.21. The role model seminars were delivered in each month and mainly the women who received entrepreneurship training under the different projects implemented by the ILO to promote women’s employment, provided training “as role models” to Syrian refugee women and host community women in the context of work on employment of Syrian Under Temporary Protection in the project under

evaluation. Successful role models shared their journey of how to start their own businesses, how all this experience transformed her personality, how self-development made them stronger mother and person at the same time. Based on the evidences from FGDs, beneficiary women find these seminars quite motivating. One of the participants mentioned:

*“I felt like she was like me when she shared her story with us. She expressed how timid she was on thinking of the future when she first participated in the Entrepreneurship Course. I was also so shy when I first started to attend the Sada center and now, I’m a member of the cooperative and making masks!”* (Turkish woman, 32 years old)

#### *Providing opportunities and resources for small scale income generation activities & Supporting women’s cooperatives*

6.2.23. Along with the structural barriers to access to labour market for women refugees, such as Turkish language fluency, low education and skills level, social norms, etc., increasing unemployment, lack of job opportunities can also be listed as external barriers to access to job market for refugee women. Indeed, women are more likely than men to have been affected by negative consequences of economic meltdown. Therefore, the design and implementation of activity of providing opportunities and resources for small scale income generation activities was very relevant and timely for responding to the needs of refugee women. Along with job application process after trainings, this component/activity of the project provided opportunities for women who would like to engage in joint production activities in solidarity with other women beneficiaries. It is different than being a sole entrepreneur and establish your own business depending on your own capital. In this model of economic engagement, women not only having an income and increase contribution to the economic wellbeing of their family, but also gaining the spirit of unity, solidarity, interdependence and self-confidence. While they are developing capital, they are developing social capital at the same time.

6.2.24. Before establishing the cooperative, certain sectors, such as shoe production, textile and traditional food production, were selected based on ILO’s previous local labour market analyses identify potential sectors where employment and business growth may occur<sup>29</sup>. Then based on know-how of ILO on cooperatives, namely My Coop Model<sup>30</sup>, transferring its previous experience on women cooperatives, the willingness of course participants being a part of it and appreciation of the model by UN Women, ASAM and local partners, support from an NGO- Foundation for the Support of Women’s Work (KEDV) and later on Youth Deal Cooperative (*Genc Isi*), all contributed to the establishment of a “Women Cooperative” under the project.

6.2.25. SADA Women’s Cooperative was established in March 2019 by 50 Syrian, Turkish and Afghan women, in Gaziantep. Indeed, the idea of establishing a woman cooperative was already in the agenda of ILO from the time they got involved into the project.<sup>31</sup> Based on the evidences from the field, both FGDs with cooperative board members and KIIs, the cooperative has a beneficial impact on improving beneficiaries/members’ social and economic capacities, while establishing women cooperative being the best practice, the most innovative part of the project.

6.2.26. Based on ILO’s ongoing efforts, Women’s Cooperative was provided consultancy services from Foundation for the Support of Women’s Work (KEDV)<sup>32</sup>, then KEDV provided the “Cooperatives Seminar” to all of the Syrian refugee and HC women within the seminar programme. Besides seminars

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<sup>29</sup> ILO, Cooperatives Value Chain Analysis for Decent Work, March 2018, Value Chain Analysis and Project Recommendations for Gaziantep Shoe Sector, [https://www.ilo.org/wcmsp5/groups/public/@europe/@ro-geneva/@ilo-ankara/documents/genericdocument/wcms\\_635251.pdf](https://www.ilo.org/wcmsp5/groups/public/@europe/@ro-geneva/@ilo-ankara/documents/genericdocument/wcms_635251.pdf); [https://www.ilo.org/ankara/news/WCMS\\_622979/lang-en/index.htm](https://www.ilo.org/ankara/news/WCMS_622979/lang-en/index.htm); [https://www.ilo.org/wcmsp5/groups/public/@europe/@ro-geneva/@ilo-ankara/documents/genericdocument/wcms\\_635253.pdf](https://www.ilo.org/wcmsp5/groups/public/@europe/@ro-geneva/@ilo-ankara/documents/genericdocument/wcms_635253.pdf)

<sup>30</sup> <https://www.ilo.org/global/topics/cooperatives/lang-en/index.htm>

<sup>31</sup> Project Proposal Document.

<sup>32</sup> QIN July-September 2018

held, a strategic plan was designed and followed by ILO and KEDV provided services including preparing of a need assessment report, including issues such as management, legal obligations, reaching to women, strengthening participation, business/product development, business organization and an implementation plan for the cooperative. Based upon ILO’s request, Youth Deal Cooperative also engaged into the capacity building trainings targeting women members of cooperative. The Management and Supervision Board members were provided trainings included the functions and responsibilities of the Board; and the charter of the cooperative. The cooperative members from the textiles, traditional food production and shoe-upping workshop were also participant of these trainings. They were introduced the concepts of competition and solidarity.

6.2.27. Even though the Coop is an example of a social cooperative with potential for replicability and scaling up for income-generation, the interventions designed are in the individual level and indeed, successfully created a positive impact on women beneficiaries. The establishment of cooperative created social harmony and cohesion by bringing women of different ethnicities. Throughout the FGDs with cooperative members, they are quite content to work and produce together:

*“We are not only sharing our earnings here but also sharing our life stories, sharing our sorrows, sharing our laughters here. While we are sharing our resources and earning among us equally, we also realized that whether we are Syrian or Turkish but we are equal”*

6.2.28. Even though it has positive impact on women, the sustainability of the cooperative will depend on business opportunities, networks, ongoing support from ILO and other stakeholders but also these establishments are not free from institutional and systematic flaws. One of the key informants summarized the problem:

*“ILO should support advocacy work for new legislation on social cooperatives, we have underlined the need for various prevention programmes, reduction of compulsory expenses, and provision of special encouragements particularly in public procurement. ILO should coordinate advocacy activities with a range of stakeholders, including municipalities, governorships, private companies and vocational education institutions, and the Ministry of Customs and Trade.”<sup>33</sup>*

6.2.29. The legislation related to establishment of a cooperative under Turkish Trade Law does not include the refugee population. The law does not allow refugees to establish a cooperative on their own. Even though the members of the cooperative tried to overcome this through division of labour inside the cooperative among women from the host community, from Syria and Afghanistan so that SADA Women Cooperative has an equal management and working system, this created a burden on Turkish members of the cooperative.

*“All legal responsibilities of the cooperative is on us. All the paperwork need our signature to make the deal. This create a stress on us as Turkish members. If anything goes wrong, we will be liable to compensate it and we don’t have resources to do so. We need to be super careful.”*

6.2.30. Due to the COVID-19, they suspended all activities, production, activities in the cooperative, which created so many uncertainties for the members.

*“Even though I really like the idea of cooperative and sharing the income with my women friends, after covid, I felt myself so insecure. If our household income was based on the income coming from cooperative, what will we do until they open up the cooperative again.. Therefore, I decided to look for jobs in the labour market so If I can secure full time job, I will feel more secure.”*

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<sup>33</sup> KII12

Even though outbreak of COVID-19 created new difficulties, ILO worked hard to overcome these challenges by signing a new contract with experts from Genç-İşi Coop. to provide online consultancy services and trainings for SADA Women’s Cooperative while SADA center was closed due to COVID-19 precautions. Besides consultancy and training services, women members of the cooperative started to work together in shifts alongside a support team to produce medical protective masks addressing the ever-growing domestic demand by public authorities for pandemic suppression efforts.

6.2.31. At first, Cooperative was operating in the fields of shoe and bag-making, traditional food production, and home textiles . The Cooperative has emerged as the best practice creating livelihood opportunities for women, thanks to its democratic governance structure, women-centered feature, and bottom-up approach. Indeed, it was selected as one of the top 10 scale-up projects by the Paris Peace Forum – a multilateral platform for global governance projects under the auspices of the Government of France – in November 2019 out of 1,600 projects.<sup>34</sup>

6.2.32. Overall, activities and the production conducted under the cooperative served both for creating a sense of dialogue and co-existence between refugee women and host community women and promoting to contribute in household economies. Therefore, supporting women cooperatives will not only support women in terms of economic empowerment but will also contribute in social cohesion and co-existence due to the multi-cultural structure of these cooperatives formed of Syrian and Turkish women.

6.2.33. The sustainability and achievements of the cooperative is depending on, (i) ownership and willingness of women members to pursue these activities under the cooperative structure, (ii) support provided by ILO and other stakeholders to make the cooperative in touch with the private sector and chambers for the marketing activities, (iii) investing on the capacity building of cooperative members.

#### *Providing job-counselling and legal advice on work permits and job security*

6.2.34. The women beneficiaries completed basic life skills and vocational training courses, they were offered seminars on working life in Turkey including labour laws, and rights of working women, gender equality at work, and occupational safety and health; human and women’ rights in Turkey. There were also awareness raising seminars offered including access to the rights, legal arrangements, opportunities in the labour market. In these awareness raising seminars, the attendants were informed on the legal procedures for the access to labour markets by foreigners granted Temporary Protection and International Protection; and then, answers were given to the questions from the women beneficiaries relating to the problems in entering the world of work. Last but not least, the attendants of these seminars were also informed about social security system in Turkey, minimum legal wage, and particularly about women’s rights in the social security system in terms of pregnancy, birth-maternity, and marriage. The seminars were given by Provincial Directorate of Social Security, ISKUR, and in-house capacity of ILO has also been used in the delivery of these seminars.

6.2.35. Besides advice on work permits and job security, they were also informed about the obligations and rights of workers and employers under the laws including particularly in the legislation on OSH and Labour Law, Occupational Safety and Health Convention, 1981 (No. 155), culture of safety, risk assessment, and work accidents. The gender equality at work also was offered to the participants and various issues concerning gender equality, such as the concept of gender, evolution of gender roles, gender-based division of work, gender-based discrimination, gender equality at work, violence against

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<sup>34</sup> UN Women Europe and Central Asia, “SADA Women’s Cooperative ranks among the top 10 projects at the Paris Peace Forum,” 29 November 2019, <https://eca.unwomen.org/en/news/stories/2019/11/sada-womens-cooperative-ranks-among-the-top-10-projects-at-the-paris-peace-forum>

women, economic violence against women, education for girls, child marriages, their interrelation with the world of work were discussed, and the importance of solidarity among women was highlighted.

6.2.36. Based on evidences drawn from FGD discussions, the seminars were found useful by the attendants. Even though they found the half day duration short and limited, overall the seminars were found useful to deliver essential information where they can't have access to, otherwise. One of the participants mentioned that during ISKUR seminar, they were shown, using their own information, how to register at ISKUR online system. Then, she was the one among others, who was registered at ISKUR. Then she got a call from a cleaning company to have an interview. Another FGD attendant mentioned that she found work safety seminar the most useful:

*“Since we are refugees, we are scared of confronting with police if any issue arises in our husband’s workplace. However, now we know what must be done and which agencies must be contacted in case of work accidents. I feel safer after equipped with all these information”*  
(Syrian woman, )

6.2.37. Majority of the beneficiaries attended into these seminars found “Work permit” seminar the most useful among others. Before attending to this seminar, they thought that work permits were issued by ISKUR, however after attending into the seminar, they are now fully aware which steps to follow when requesting a work permit.

6.2.38. The impact of these seminars on the beneficiaries are quite positive and the observations of the trainers who were giving these seminars are aligned with the beneficiary positive experience. The interviewed trainers mentioned about refugees’ low awareness of basic information, basic concepts about safety, social security, work permit issues, labour laws and therefore, trainers were introducing topics more with visual materials such as showing videos, pictures. Also, these seminars were never given in any other language than Turkish. However, throughout the project under evaluation, they were given in Arabic, that is also another innovative part of the project, which was quite useful for the attending beneficiaries. The trainers also mentioned that Syrian and non-Syrian refugees can't believe that they are equal to their Turkish counterparts in front of the labour laws.

6.2.39. On the beneficiary side, they demanded longer and more frequent seminars, on the supply side, they asked groups to be in a smaller size so that they might have found chance to do group activities, discussions on case studies, etc.

6.2.40. Last but not least, the quality of trainers, the strong relationship between ILO and local partners, such as Provincial Directorate of ISKUR, SSI has further the positive experiences mentioned by attendants of these seminars. The only critical point the consultant became aware of while holding interviews with the trainers is they also need to get an awareness training about refugees so that they will know their audience better and they will be much more careful when they are picking up their words when talking about refugee population. This also holds true about sensitive issues beyond refugee issue but also gender issues.

6.2.41. Men, particularly the beneficiaries’ husbands, fathers, sons, etc. should be reached out and targeted while giving seminars, especially on the topics covered concept of gender; gender roles; consequences of gender inequality in social life and employment; and gender equality at workplaces.

*Have there been any unintended results (positive or negative)?*

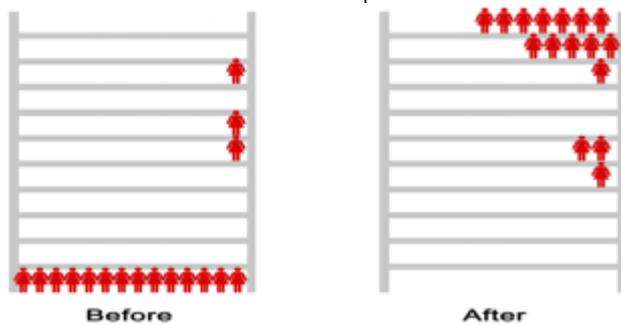
*Women Empowerment as a consequence of attending vocational and language trainings*

6.2.42. Even though the ILO has implemented economic empowerment component of the project for Syrian women that seek to develop their skills, prepare them to take jobs, and support their

entrepreneurship capacities, beneficiary women shared anecdotes of how attending courses empowered them in several ways, not exclusively in an economic way.

6.2.43. In order to evaluate the project outcomes on women beneficiaries, the final part of the FGDs is reserved for “Ladder of Power Game”, which helps to reveal how women position themselves before and after ILO’s trainings. The data from the interactive games played in each FGD were compiled in order to consider the differences between before and after in terms of women’s perceptions of empowerment. Two types of results were analysed. The first set looked at how women see themselves on the ladder of empowerment before attending vocational training courses. Then, the second set of results were analysed looking at the distribution of women across the ladder of power. When data from the game were compiled, we find out that women consistently reported an upward shift – meaning women’s movement up the empowerment ladder – after attending trainings (See Figure 2)

**Figure 2.** The Ladder of Empowerment game results show that the beneficiary women reported an increase in women’s overall empowerment after attending vocational training courses.



**Source:** Author’s calculations, using the results of the “Ladder of Empowerment Game” The data is compiled from 6 FGDs conducted with women beneficiaries.

6.2.44. Discussions with beneficiary women reveal that a combination of some factors make women feel empowered. When asked to define what makes a woman reach the top of the ladder, they listed attributes such as: “increased self-confidence and courage”, “can go out of her house”, “independent”, “the ability to have a say in decision-making in the house”, “being educated” “These definitions of empowerment were similar across all group of women attending FGDs (See Figure 3). Interestingly, none of the women beneficiaries refer to economic empowerment directly such as “having an income” and/or “working women”. However, they mention economic empowerment in an indirect way saying the empowered woman is a woman “who has a life outside house”, “can manage her life”, “has goals in life”, “takes care of herself”.

**Figure 3:** Word Cloud of definition of a woman reach the top of the ladder



6.2.45. On the other hand, women at the bottom of the ladder were defined as one who is “dependent”, “voiceless”, “subjected to others”, “weak and insecure”, “cannot make decisions at home” (See Figure 4.)

Figure 4: Word Cloud of definition of a woman stay at the bottom of the ladder



6.2.46. A majority of the participants mentioned that the training program has created positive impact on their communication skills. The module presented the most impact on how women communicate with their spouses and children and gave them tools for resolving conflicts. The trainings’ results also showed that 42.5 per cent of the respondents indicated that after the training they are more aware of the importance of finding a common ground to solve their problems with their husbands. Women’s comments during focus group discussions included mentions of how they can communicate with their children and spouses in ways that allow them to, (i) solve problems, (ii) feel a closer relationship, and (iii) state their wants and needs more confidently.

**What were the major factors influencing the achievement or non-achievement of the objectives?**

6.2.47. Providing **childcare services** for women with kids, providing **transportation allowance** to attending women and also providing these training courses in SADA Women Development and Solidarity Center are the main factors that influencing the achievement and at the same time, innovative part of the project.

6.2.48. Since the project is targeting mainly the vulnerable refugee and host community women, it would have been extra costly to attend these training program without any **transportation allowance** provided by the project. Majority of women stated that they are living in the outskirts of the city, therefore they need to use the transportation. Therefore, providing allowance to the course participants allow women to participate into trainings:

*“Providing the transportation allowance allows many women to attend these trainings and coming to this center. Otherwise, many women wouldn’t be able to afford the transportation cost. I believe that the experience overall was great. It changed my life and many women’s lives on so many levels”. (Syrian woman, 26 years old, married)*

6.2.49. Providing the courses in a **SADA Women Development and Solidarity Center**, which is delivering services, courses targeting women and girls only is one of the main factors contributing to the attendance of the refugee and host community women to the courses while helping to overcome permission from husbands, fathers barrier and successful achievement of the project objectives in general.

6.2.50. Lack of **childcare services for 0-5 years olds** prevents women’s participation in such trainings. As one of the FGD attendant stated *“Women can attend such trainings only if the facility provides childcare services. After you have kids, your whole life changes. You are left to make a decision, either to work, or to stay at home with the kids”* (Syrian women, 26 years old, married). Therefore, providing childcare services for the attending women is one the main factors influencing achievement of objectives, both meeting the targeted number of women beneficiaries and also facilitating access of women to such trainings. However, lack of childcare services hindered the participation of some women but there was no problem reaching the targeted numbers since there was so much demand for the courses provided.

6.2.51. Some women indicated that a major barrier to their attendance in vocational training course was **patriarchal norms**. Traditional gender norms are still present among Syrian society living in Turkey and, despite many women now occupying new spaces, these former norms show signs of enduring. Therefore, delivering these courses in SADA Women Development and Solidarity Center helped women to convince their husbands, fathers, etc. and to get their permission to attend into these trainings. This also contributed to the successful achievement of the project objectives and also innovative component of the project.

6.2.52. Throughout the project, the **selection of beneficiaries** was coordinated by ASAM and ILO and key informant interviews mentioned about disagreements between two partners about the selection criteria. ASAM prioritized the selection of women, who are vulnerable to poverty and abuse, such as female headed households since they are more vulnerable to abuse as the ‘absence of a male ‘guardian’ from the household makes women seem as easy targets for harassment and exploitation. Along with ASAM’s sensitivity, women at risk has been also priotized by the EUTF funded UN Women project as well. Whereas ILO wanted to target young, employable Syrian women and girls to achieve the objectives of the project. Even though there were tradeoffs between two partners, more vulnerable women were selected as beneficiaries of the project, so the audience of the project empowered more in terms of social but less in terms of economic senses. Based on the FGDs, the beneficiaries’ reason to attend the courses was to make friends, get out of their houses to have an extra space for themselves rather than applying and finding permanent jobs.

### *Have there been any notable successes or innovations?*

6.2.53. The most innovative aspect of the project is to establish SADA Women Cooperative to guarantee the sustainability of the achievements of the project by ensuring Syrian women and host community women’ labour force participation via founding Women Cooperative. In an age of neoliberalism and its market economy, where the orientation of individualism and competition triumphs, establishing women cooperative including members from different women groups, such as refugee, host community, etc. is such a successful innovative idea. The SADA Women’s Cooperative was founded by Syrian, Turkish and Afghan women, who were the beneficiaries of the in March 2019.

6.2.54. In its establishment phase, the cooperative members were in need of significant capacity building trainings, therefore in cooperation with Genç-İşi Kooperatif (*Youth Deal Cooperative*), the members of the cooperative were trained on the functions of the women cooperative, management of the cooperative, responsibilities of the Management and Supervision Board. They were also informed about the charter of the cooperative and importance and role of general assembly along with the Management Board. The ongoing trainings also included discussions about concepts of competition and solidarity, differences between a cooperative and a company, and assessments were made on cooperativism. After the initial stage, ILO had been giving support to strengthen the foundational base of the cooperative so ILO worked together with Genç-İşi Kooperatif (*Youth Deal Cooperative*) to follow the progress of the cooperative by checking whether the skills and needs of the cooperative members were progressing. The outcome of the report was underlining a raise in the group consciousness and in the awareness of doing business together among women. They also found out that the cooperative

logic is internalized and the environment of trust among the partners is formed.<sup>35</sup> The drawbacks were also stated in the report such as new partners’ lack of sufficient information about the establishment processes and internal functioning of the cooperative, language barriers in regard to Afghan members, communication problem, lack of legal information, unrealistic expectations, etc. Since the problems were detected and mentioned in each stage of women cooperative and the needs were also stated, the trainings were tailored according to the needs of members of the cooperative. The evidence-based capacity trainings contributed to increase of ownership of the cooperative by its women members.

6.2.55. ILO made a significant contribution to the establishment of women cooperative with its international, national and local experience and know-how. Actually, previously in 2018, Foundation for the Support of Women’s Work’s (KEDV) under the supervision of ILO carried out activities to support the establishment of new women cooperative composed of host community women and Syrian refugee women in Harran district of Şanlıurfa within the context of the trainings for felting, ceramic, woodworking and knitting works conducted in Family Support Center. Therefore, based on its previous experiences, ILO utilized its already accumulated experience and knowledge about legislative, institutional, financial and practical features of cooperatives.

6.2.56. This innovative model for inclusion of refugee women emerged from the SADA Women Empowerment and Solidarity Center, first of its kind as a women-only center providing protection and livelihood support, not surprisingly, SADA Women Cooperative was selected at Paris Peace Forum as one of the top 10 projects to support out of over 100 projects in November 2019, just six months after its establishment. By so far, this has been the most notable success and/or innovation of the project.

*To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?*

6.2.57. Due to the COVID-19 outbreak in mid of March in Turkey, ILO team suspended all activities of the project and also ongoing work an activity conducted in SADA Women Development and Solidarity Center. When isolation measures were imposed on 10 March 2020 in Turkey, SADA Women and Development Center suspended all of the project activities, such as delivery of seminars, vocational trainings, etc. Women Cooperative also closed its doors due to the COVID-19 outbreak.

6.2.58. The outbreak didn’t have an impact on the project’ output, at least in terms of reaching out target numbers, since the targets were already reached by ILO due to the high demands. However, in the meantime, 35 children benefited from the childcare services provided at SADA Centre and attending into these services had quite positive impact on children in terms of learning Turkish, socializing and in general had a positive impact on children’s development. However, with the closure of the Center due to COVID-19, the childcare services were suspended too. This might have been negative impact on children and their families. On the other side, SADA Women and Development Center not only offering courses but also providing protection services, thanks to ASAM. Amid COVID-19, key informants in ASAM mentioned that they have been continuing monitoring the welfare of all Turkish and Syrian beneficiaries from home. They successfully adapted their working modalities to the new circumstances to continue supporting and reaching out to women.

6.2.59. The need for providing comprehensive livelihoods support involving refugees and host communities becomes even more relevant in the light of COVID-19’s adverse implications for productive capacities. The SADA Women Cooperative’s activities were also suspended due to the COVID-19, which had negative impact on its members and their contribution to household budget. However, SADA Women’s Cooperative intended to produce facemask, which is both an emergency and

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<sup>35</sup> Progress Report No:1, Consultancy of Supporting Employability of Refugees and Host Communities through Cooperative in SADA Women Development and Solidarity Center and GESOB in Gaziantep, September 2019.

medium term need on which public authorities heavily rely on. Because of the COVID-19, wearing masks in public areas such as in marketplaces, grocery stores and public transportation vehicles has been mandatory for which the demand is not sufficiently met in the first outbreak in Turkey. Therefore, 46 Turkish, Syrian and Afghan women have started to work together in shifts alongside a support team to produce medical protective masks addressing the ever-growing domestic demand by public authorities for pandemic suppression efforts.

*How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?*

6.2.60. Even though the monitoring mechanism set up was under the responsibility of the UN Women, as a leading agency, and project monitoring and reporting tracked the progress of execution timely and effectively, ILO also closely monitored all activities under its responsibility through its internal monitoring system and made adjustments where corrective measures were need to be taken. Performance monitoring framework (PMF) have been developed and was implemented with the backstopping and support of the UN Women Regional Monitoring and Reporting Specialist. Quarterly Information Notes (QINs) provided a comprehensive reporting tool at the level of outputs, based on the given project indicators. These notes were prepared meticulously and presenting all information that was crucial for the purposes of the project, such as baseline, target, progress so far, risks, risk mitigation strategies. ILO has also supported QINs reports by submitting data regularly about the activities implemented by ILO. Beyond the submission of QINs, progress reports were also submitted to the donor on a quarterly basis through the ILO’s internal donor reporting dashboard. In addition, the disaggregated quantitative data was available with respect to Syrian and host community women under each activity.

6.2.61. Besides country level monitoring, Regional Programme Coordinator has been assigned for supporting reporting and monitoring of the entire Action, covering Turkey, Jordan and Iraq. In addition to regional level monitoring, the donor, EU Delegation also used monitoring means such as site visits as it was mentioned through key informant interviews. UN Women also held regular visits to SADA Development and Women Center. On the donor side, these site visits were crucial to monitor the progress in the field, mentioned as much more useful tool than monitoring on paper. The donor also was very pleased about the timeliness of submission of QINs, annual reports and particularly result framework, where they can monitor activities. Whenever EUD demanded a visit to the field for monitoring purposes, all three partners coordinated very well and made these visits available on time and in a very effective way, which was appreciated by the donor side. These monitoring visits were also increasing the visibility of the center as well and improving an efficient and effective implementation of the activities.

6.2.62. The regular meetings between project stakeholders and also internal follow-up meetings with ILO and trainers increased the efficiency and served for monitoring purposes to check the quantity and quality of the outputs delivered in the field. The post-training/post-seminar surveys were also useful tools to assess the quality of these trainings and served for monitoring purposes and also served for increasing the quality of the courses, as well. Last but not least, very detailed, meticulously drafted mid-term evaluation report assessed the mid-term performance of the project, achievements of output under ILO responsibility also served for the monitoring purposes very successfully<sup>36</sup>.

*How effective was the communication strategy implemented?*

<sup>36</sup> Mid-Term Evaluation of the “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project, March 2019.

6.2.63. Since the communication strategy is under the responsibility of leading agency, UN Women, communication has been implemented by the Communication & Visibility (C&V) Plan, complemented by annual work plans, which helped to set out a clear plan for public visibility and raising-awareness on programme activities, achievements and impact - targeting beneficiaries, stakeholders and the general public in the region, Europe and beyond. The workplan activities are in line with the EU C&V guidelines and are being undertaken in coordination with the EUTF and EU Delegation in Turkey.

6.2.64. UN Women in Turkey has launched its own Facebook channel to conduct social media advocacy and created visibility of the programme and its activities. In addition, UN Women has published some articles, one during the Syria Conference in Brussels and then two on the World Refugee Day acknowledging the EU financial support. To increase the visibility of this work, UN Women hosted journalists and diplomats from the EU Member States at the SADA Centre as part of a press trip organized by the EU Delegation to Turkey. UN Women presented the work of the Centre and brought together the staff and beneficiaries of the Centre with the delegation. The EU Delegation has informed UN Women about the positive media coverage following the visit.

6.2.65. Even though UN Women as a leading agency put an effort on increasing the visibility of the project and specifically, SADA Center, ILO has also spent effort on disseminating updated information, success stories through its website, Facebook and Twitter. Besides using social media effectively, ILO also shared pictures after each of the training, seminar or any other activity of the project, which is assessed as a good practice for visibility of the project outputs.

6.2.66. Besides partners’ sole efforts, the collaboration between the partners, especially ILO’s and UN Women’s communication consultants/officers contributed to the visibility of the project by organizing events. For example, on the occasion of International Women’s Day, the International Labour Organization (ILO), UN Women and the Association of Solidarity with Asylum Seekers and Immigrants (SGDD-ASAM), organized a certificate distribution ceremony to celebrate the achievements of the first graduates of SADA Center. Furthermore, high numbers of electronic and press releases, including human stories or showcasing social cohesion between Syrian women refugees and host community, interviews with programme beneficiaries have been published. Success stories have been disseminated through social media particularly the Facebook and Twitter. In addition, relevant news have been published on local media. In this framework, the project has gained visibility through several events benefitting from the joint efforts of all the implementing partners

6.2.67. In order to strengthen its communication strategy, UN Women hired a communication analyst to (i) produce communications and advocacy materials on positive messaging and fighting against stereotypes and prejudices against the refugee population, (ii) implement an advocacy campaign aiming to promote social cohesion and co-existence between women and girls from host and refugee communities, (iv) organizing of event and related tasks in the context of “16 Days of Activism”. UN Women also contracted a photojournalist to provide help to ensure the visibility and reach out target audience, address visual communications needs and reflect SADA and Women Cooperative’ events in media and social media in an appropriate and effective time. Both communication consultant and photojournalist contributed to the visibility, overall effectiveness of the project.

### 6.3. Efficiency

*Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?*

6.3.1. Today’s global challenges, specifically Syrian refugee crisis in Turkey, requires UN agencies coming together as partners to tackle problems which Syrian refugee population and host community has been

facing. In alignment with this reality, this project is one of the best practices of showing collaboration between two UN agencies, UN Women and ILO and a civil society organization, ASAM, which each of them is successfully bringing in their own expertise targeting the refugee population. The technical capacity of each partner and overall, is sufficient and adequate. UN Women offered its expertise on gender equality and women empowerment issues, whereas ASAM has offered its expertise on both protection issues and refugee issues. Then, ILO has brought in its extensive capacity and expertise in encouraging decent employment opportunities, strengthening dialogue and raising awareness on work-related issues. In the central level, the technical capacity that ILO has brought in filled the gap in the project, as the project concerns strengthening women while increasing their chances to participate into the labour market.

6.3.2. This strong collaboration in the central level requires better defined approach and better coordination between the partners in the local level, mainly while implementing the project in the field with the targeted population. Even though the overall management structure has been successful throughout the project and there is a clear division of labour existing between the partners, coordination and communication challenges occurred especially during hectic times of the implementation and during the initial stages of the project, which has posed challenges and some managerial weaknesses in the field time to time. These challenges came to the light especially while dealing with the needs and the problems of the beneficiaries of the project, particularly day to day basis. Each agency has its own way of solving the problems, however problem solving strategies should have been unified and the problems of the refugees and the host community members should have been responded with a “unified voice” as stated by one of the key informant interviewee<sup>37</sup>. On the beneficiaries’ side, it was also stated by the FGD attendants that in the initial stages of the project, it was not clear to them whom they need to get into contact with while they were having problems with various issues such as from transportation cost issues to the problems related to belated payments. In the initial stages of the project, having a UN Women led fieldwork team would have increased the coordination between the partners and increased the communication and coordination between the field team members of each agency and between the beneficiaries and the project team. However, to support the field team, UN Women made frequent visits, has missions in Gaziantep. Furthermore, routine coordination meetings were held and ILO, UN Women and ASAM had open communication channels on daily basis when needed. Accordingly, UN Women assigned a field staff member in September 2019.

6.3.3. The problems, however, did not remain for so long and with the awareness of all partners and with their concerted efforts, the conditions have been improved with a positive approach represented by all partners. Based on the evidence collected in the field, each agency brought their expertise and showing willingness of working together to overcome such coordination and miscommunication related problems:

*“We were aware of the coordination and management problems in the initial stage of the project but we were also aware of our technical capacity, not only “our” but “in general”. Therefore, it was not an issue to overcome such generic problems with better communication and with better coordination and we achieved this.”<sup>38</sup>*

The problem-solving strategy proposed was making bi-weekly coordination meetings especially conducted between ILO and ASAM, as two agency who has field teams in Gaziantep so that they informed each other about daily problems of the center, and/or the requests done by beneficiaries, etc. Based on the Project Cooperation agreement between UN Women and ASAM, ASAM was the responsible party for running the SADA Center and delivery of essential services including the

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<sup>37</sup> Key Informant Interview 1 (KII1)

<sup>38</sup> Ibid.

registration and outreach. Therefore, ASAM was located inside SADA Women and Development Center and proposed the utilization of “Code of Conduct”, which is designed and implemented by ASAM, ensures initial principles and ethical conduct and professional approaches within the centre. To complement ASAM’s initiative, ILO PMT in the field has also developed positive “Common Understanding” for the trainers and other service providing staff. Adapting “house rules” documents in theory and implementing these general house rules in practice ensures (i) effective response mechanism when dealing with beneficiaries needs (ii) effective implementation of project activities to be within a harmony.

*How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?*

6.3.4. Reviewing all the budget items and justifications for the amendments in budget items and changed prices, the project looks to be carefully undertaken and delivered good value for money. Within the course of the programme, five different skills development courses were delivered to participants. These include computer operation, packaging, basic make-up, make-up techniques and Turkish language courses. Additionally, role model seminars and awareness raising seminars were provided. In a way, the programme tried to convey a holistic approach by not only introducing some hard skills but merging them with soft skills as well.

*Have the projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?*

6.3.5. Reaching out the Syrian refugee women was not an issue due to high demand for such trainings, seminars, overall programmes. However, reaching host community women and non-Syrian refugee women was a challenge for the project. Therefore, they had difficulty to reach their target of having 70 per cent Syrians and 30 percent host community women. ASAM didn’t have any issue to reach out refugee population due to its strong relationship with refugee community.

6.3.6. ASAM is very well known and trustable NGO in the eyes of refugee population, therefore, they had no difficulty to reach out and recruit refugee women based on the eligibility criteria set together by ILO and ASAM. For recruiting host community woman, ILO got technical support from Gaziantep Metropolitan Municipality and GESOB since both institutions are familiar with the host community woman population in Gaziantep and they helped ILO and UN Women to find suitable women candidates that might be interested in attending such a project and indeed, their support was helpful to reach the target rates regarding inclusion of host community women into the project.

## 6.4. Coherence

*How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?*

*To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?*

6.4.1 Eight different projects (*out of eight, three of them are still ongoing*) have been designed and implemented by ILO under Refugee Response Programme aiming to strengthen the economic and social integration of refugees through supporting refugees’ access to decent work opportunities while

Final Evaluation of the “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project  
Final Report 28<sup>th</sup> October 2020

improving livelihoods spanning from the years of 2017 to 2021 (See Table 1). The projects have been funded by various important donors, including but not limited to EU-Madad, US Department of State Bureau of Population, Migration, and Refugees (PRM), German Development Bank “KfW”, SIDA. Throughout these projects, ILO places promoting decent work opportunities and strengthening the resilience of Syrian refugee population through their access to these opportunities, at the heart of its interventions.

**Table 1.** The list of Projects under ILO’s *Refugee Response Programme* (2017-2021)

<i>Title</i>	<i>Time Span</i>	<i>Target Group</i>	<i>Location</i>	<i>Donor</i>	<i>Partner</i>
<b><i>Decent Work Opportunities for Refugees and Host Communities in Turkey</i></b>	1 January 2020 - 31 August 2021 (ONGOING)	SuTP and IP and Host Community (with a specific focus on <b>women</b> , youth and people with disabilities)	Ankara, Istanbul, İzmir, Bursa, Adana, <b>Gaziantep</b> , Şanlıurfa, Mersin, Konya, Hatay, Kahramanmaraş, Eskişehir, Denizli, Ordu	U.S. Department of State, Bureau of Population, Refugee and Migration	
<b><i>Promoting Decent Work For Syrians Under Temporary Protection and Turkish Citizens</i></b>	6 December 2018 - 31 December 2022 (ONGOING)	SuTP and Host Community with particular emphasis on <b>women-%30</b> )	Adana, Ankara, Bursa, <b>Gaziantep</b> , Hatay, Istanbul, Izmir, Konya, Mersin and Şanlıurfa	Federal Republic of Germany through KfW Development Bank	<b>Ministry of Family, Labour and Social Services (MoFLSS)</b> , other public agencies and social partners
<b><i>Job Creation and Entrepreneurship Opportunities for Syrians under Temporary Protection and Host Communities in Turkey</i></b>	1 February 2018 - 31 January 2021 (ONGOING)	SuTP and Host community with particular emphasis on youth and <b>women</b>	Ankara, Istanbul, Bursa, Konya, <b>Gaziantep</b> , Şanlıurfa, Adana, Mersin, and Hatay	European Union (EU)	IOM
<b><i>Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey</i></b>	April 2018 – December 2019	SuTP and Host community <b>women</b> and girls	<b>Gaziantep</b>	EU Regional Trust Fund in Response to the Syrian Crisis (EU Madad Fund)  Japan Government	<b>Gaziantep Metropolitan Municipality</b>
<b><i>Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey</i></b>	October 2017 - September 2019	SuTP and Host community	İstanbul, Bursa, <b>Gaziantep</b> , Şanlıurfa, Adana, Mersin, Hatay and Ankara	USA Department of State – Bureau of Population, Migration and Refugees (US PRM)	The coordination is ensured by the <b>Ministry of Family, Labour and Social Affairs DG International Labour Force</b>
<b><i>Gaziantep Women-only Center: Providing Livelihood Support</i></b>	1 April 2017 - 31 May 2018	SuTP women and girls and host communities	<b>Gaziantep</b>	Japan Government	UN Women, and ASAM
<b><i>Promoting Decent Work Opportunities for Syrian Refugees and Host Communities ILO’s Response to Syrian Influx in Turkey</i></b>	1 August 2016 - 31 March 2018	SuTP and Host community	Şanlıurfa, <b>Gaziantep</b> , Mardin, and Ankara	ILO Core Voluntary Funding (RBSA)	
	1 June 2015 - 31 July 2016	SuTP and Host community	Şanlıurfa, <b>Gaziantep</b> , Kilis and Ankara	ILO Core Voluntary Funding (RBSA)	

Source: ILO’s Refugee Response Programme-<https://www.ilo.org/ankara/projects/refugee-response/lang--en/index.htm> \*The table is built by the author.

6.4.2. A document analysis and evaluation interviews indicated that a significant synergy created between the previous & ongoing projects, and the project being evaluated here. The projects are actively cooperating towards synergies and efficiencies. For example, the expertise under ILO *“Promoting Decent Work Opportunities for Syrian Refugees and Host Communities”*, which was implemented between August 2016 and March 2018 in Gaziantep (out of 3 other provinces), supported beneficiaries of the project under evaluation to utilize successful women beneficiaries of the previous project to perform role models, who attended entrepreneurship trainings and established their own businesses, to Syrian refugee women. One of the beneficiaries of the former project also became the founding member of Women Cooperative and also shared her experiences and lessons-learned to the beneficiaries of the project under evaluation. Peer to peer learning proved to be a powerful of sharing knowledge between program participants and motivated beneficiaries of the project under evaluation to learn from their peers’ mistakes, experiences while establishing their own businesses.

6.4.3. Another project that created a significant synergy with the project under evaluation is *“Job creation and entrepreneurship opportunities for Syrians under temporary protection and host communities in Turkey”*, which is still ongoing until January 2021 and implemented by ILO in partnership with the International Organization for Migration (IOM). Since the target population of the ongoing project is Syrian women and youth, it made a contribution to better formulation of the activities targeting vulnerable women this time and adjusting the design of the trainings in according to the needs of vulnerable women.

6.4.4. Even though the *“Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey”* project shared very similar activities with the project under evaluation ,a clear complementarity exists as the project under evaluation targets the only the most vulnerable groups. Also, evidence indicates that some of the outputs such as printed informative materials, brochures and booklets about the labour rights, work permits, etc., are currently used at the trainings and seminars of the project under evaluation.

6.4.5. As it is mentioned above, women who received entrepreneurship training under a different project *“More and Better Jobs for Women”* implemented by the ILO provided training in this project as well. The project called *“More and Better Jobs for Women”* implemented by ILO and Turkish Employment Agency (ISKUR) with financing support from the Swedish International Development Cooperation Agency (SIDA). The project started in 2013 and finished in June 2018. Align with the objectives of the project under evaluation, the project funded by SIDA aimed at increasing and promoting women’s employment, creating decent work opportunities for women through active labour market policies, building awareness on gender equality and labour standards, and supporting women’s empowerment in Turkey. The previous course attendants now have their startups, then they shared their experience ranging from challenges to financial and legal aspects in her startup journey with the Entrepreneurship Course beneficiaries. On the one side, this created a synergy between two different projects of ILO, on other hand, success stories motivated and guided the women beneficiaries of the later program. Beyond that, ILO has also invited refugee woman who established her own business in Gaziantep. However, since there are very few successful Syrian woman entrepreneurs available, it created an issue for Syrian beneficiaries of the programme, even not mentioning non-Syrian women. Throughout FGDs, they stated that they encountered two obstacles, not only one like Turkish women. They are woman and they are refugee women and it makes the things more challenging for them. If there are more refugee role models provided in the upcoming projects, it would be easy for them to put themselves into the shoes of other.

6.4.6. Besides projects’ complementarity of each other on beneficiary’s basis, the project under evaluation benefited from ILO’s strong expertise on providing decent work opportunities, facilitating

the access of women into labour market and its experience of having partnerships and work experience with other UN agencies, local partners, especially Gaziantep Municipality, and national partners, Directorate of International Labour of MoFLSS, ISKUR, SGK has also contributed to the outcome of the project. All the expertise collected under ILO’s Refugee Response programming supported the project staff to adopt changes in training programmes’ content while targeting different population with different needs, learning from the mistakes while partnering with other stakeholders, benefiting from each other’s expertise, sharing their best practices. Therefore there is a continuity, and synergy created between the projects under ILO’s Refugee Response Programme.

6.4.7. On the EU side, the project also contributes to the achievement of the key priority set forth in the European Union Regional Trust Fund in response to the Syrian Crisis, namely, reducing the pressure on countries hosting refugees by investing in livelihoods and social cohesion, and by supporting them in providing access to jobs and education that will be beneficial for both the refugees and host communities. This specific objective corresponds to the economic activities undertaken by the project, targeting the most vulnerable women and girls at the community level.

6.4.8. Even though there is a significant alignment and synergy between ILO’s projects under its Refugee Response Programme and the project under evaluation, at some point, rather than complement the other projects, there are overlapping projects having similar targeting population, providing similar skills development and training courses, and implementing the activities in the very same locations/cities. Besides ILO’s projects, there are many projects conducted by different national and international agencies providing similar courses, such as skills development, etc. ILO should coordinate and streamline the trainings delivered to reduce the risk of inefficiencies (i.e. overlapping projects) and it need to enhance the complementarity of support, with the aim of decreasing inefficiencies by implementing projects that is speaking to the needs of the niche refugee groups, such as disabled refugee women, non-Syrian refugee girls, etc.

## 6.5. Sustainability and impact potential

*Are the results achieved likely to continue after the end of the project?*

*Is the to-date achieved progress likely to be long lasting in terms of longer term effects?*

*What action might be needed to bolster the longer term effects?*

*How the members of the project team envisages achievement of solutions for sustainable results?*

*What is the level of ownership of the programme by partners and beneficiaries?*

6.5.1. While we are able to see significant achievement and positive results in the short term, the longer term sustainability of the project and its impact depends on *four* factors (i) the continuation and scaling up of training sessions for selected participants (ii) the enhanced capacity of local partnering agencies to increase their ownership of the project outcomes, especially supporting Gaziantep Metropolitan Municipality on its endeavours (iii) continuing supporting cooperative, both organizing and implementing capacity building activities and creating business partnerships between the private sector and the cooperative (iv) conducting policy advocacy addressing the sociocultural and economic barriers that constrain women’s labour force participation potential.

6.5.2. In order to ensure Syrian and host community women’s entry into the active labour market, the follow up trainings should be conducted for selected participants, who has completed the previous trainings with achievements and have willingness to attend more and longer training sessions to improve their employability in the labour market. The eagerness and success of women in aligning their skills and knowledge to the market priorities would ensure their entry into the active labour market in the longer run. Furthermore, identification of potential interested women among Syrian refugees and host communities should be supported to take an active place in SADA Women Cooperative.

6.5.3. Capacity building in local partner agencies is important for longer-term goals of the program. Especially Gaziantep Metropolitan Municipality shows eagerness to extend its protocol with Ezogelin Public Education Center to ensure the continuity of courses which are speaking to the needs of the refugee and host community women’s needs, certified by Ministry of National Education. The sustainability of the project outcomes is based on Municipality’s transferring its willingness to the implementation of such trainings targeting women in Gaziantep. If trainer trainings are conducted with eligible personnel at municipalities, this can build internal capacity within municipalities to continue these training programs and contribute to the scaling up of the number of beneficiaries and the sustainability of the program. In the medium term, if a trainer’s training is held with social workers, psychologists, and health professionals employed by municipalities; this would significantly help sustainability and continued reach & impact of the program. In regard to financial support, financial sustainability is of high concern for all partners involved. Financial sustainability is likely to be a burden on the public institutions and particularly on local partners unless otherwise funded by international donors. Therefore, ILO and other stakeholders could use their expertise to secure international funding via transferring their know-how on seeking international funds, proposal writing, formulating outcomes and outputs designing activities, monitoring and evaluation-in later stages.

6.5.4. The SADA women cooperative has several needs for enhancing its viability and sustainability of its business. Some of these needs can be met by training, while others require different kinds of support. The members of the cooperative still need capacity-building support which improves their ability to manage their own businesses. The aim of this training is to assist vulnerable women to become individual or group entrepreneurs and managers of cooperative business instead of helping set up enterprise *per se*. As a long-term strategy, training is better than providing services because it enables the women to take charge of their own business. Therefore, ILO and other stakeholders should continue to collaborate with NGOs which has expertise on cooperatives, such as Youth Deal to make them continue to provide consultancy services, including legal and technical assistance and trainings for SADA Women’s Cooperative. Besides capacity building trainings, the cooperative needs to be supported in network building, marketing support and linkages, technical linkages, building credit linkages, etc. Advanced technical support should be provided to upgrade the quality of the work and to increase the production capacity of the cooperative. Furthermore, marketing support was also provided for the cooperatives including on the development of branding and promotional tools, the acquisition of quality certificates, and participation in national and international exhibitions. The institutions such as GESOB, ISKUR, KOSGEB need to be involved for identification of feasible and potential sectors for conducting economic activities for the cooperative in Gaziantep.

6.5.6. Vulnerable women, both refugee and host community, have continued to face many barriers, including legal, practical, cultural when accessing to job market. Lack of enabling factors such as less access to education and finance, policies and regulations which discriminate against women, and overall social norms which limit female participation in the labour force. Based on these reasons, the effectiveness of projects aiming to increase women participation into labour market stays quite limited, therefore strengthening the mainstreaming of gender issues into labour market policies and programmes to ensure that they are adequately involved in policy decisions and to encourage the implementation of gender-sensitive national policies, women’s representation in business associations and organizations needs to be strengthened. In order to address these barriers, ILO and other

stakeholders should engage in a number of advocacy and awareness activities throughout Turkey, which should be an activity under each project aiming to increase women’s participation into labour market.

6.5.7. Private sector can contribute into the sustainability of the outcome of this project. Besides its support to women cooperative to make networks, to work together in production, overall private sector can contribute to women’s economic empowerment by leveraging its branding, communications, advocacy, and social community practices to shift social norms and consumer awareness and attitudes toward women’s economic participation.

## 6.6. Mainstreaming Gender Equality and non-discrimination issues, International Labour Standards (ILS) and Social Dialogue aspects

*To what extent did the project mainstream gender in its approach and activities? To what extent did the project use gender/women specific tools and products? To what extent and how are the gender inequalities addressed through the project?*

6.6.1. The gender lies at the heart the project under evaluation from beginning to the end through its explicit goal of contributing social and economic stabilization of Syrian women and girls and host community women via following outcome 1: “Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities”. Gender mainstreaming has been considered from its design stage onwards to execution stage as the main target group is the women and girls, both vulnerable women refugees and host community women. The design of the project was formulated according to the needs of the refugee women. Along with this, the most vulnerable Syrian women have rarely been included as a specific target group within several other similar interventions have been implemented in Turkey. Therefore, this project made a significant contribution and filling a gap by locating gender consideration at the heart of the design of the project, where the main targeting group is refugee women and girls exclusively. In addition, it is one of the first project implementing an employment related goals for non-Syrian women refugees as well. Along with this, gender equality is one the cross-cutting priorities of ILO.

6.6.2. The positive discrimination for women is the key approach adopted for the project design. Earning an income and providing for a family is harder for refugees who face restrictions on their rights to move and to work. Based on the evidence from FGDs, this problem is even more acute for women who face gender discrimination, often have fewer job options and get paid less. Besides, they are the one in the family, who has been responsible of childcare, doing household chores, plus gender discrimination coupled with patriarchal norms and cultural limitations which is hindering their participation into active labour market more. Therefore, the project was designed specifically targeting only women.

6.6.3. Even though the project successfully mainstreamed gender in its approach and activities, gender experts could have been added into the project and gender equality trainings have been delivered more often and systematically to raise the awareness among refugee and host community women population. In the design stage, UN Women didn’t formulate such an intervention, however key informants mentioned about the need of more gender equality-oriented interventions, longer and focused seminars on evolution of gender roles, violence against women, different types of violence including economic violence against women, child marriages, etc.

*How effective was the project in using ILS promotion and social dialogue tools and products?*

6.6.4. The promotion of International Labour Standards (ILS) and the decent work principles has been promoted by ILO Turkey Country Office since its establishment. “Decent work” principles have been at the heart of every project that ILO has been implementing. Under this context, ILO designs, implements

and monitors and evaluates projects for enhancing the decent work opportunities and social dialogue. This project under evaluation is, in fact, one of the distinguished ones both promoting decent work conditions for Syrian women refugees, non-Syrian women refugees and the host community women but at the same time aiming to increase social cohesion between these group of women.

6.6.5. The ILS and the emphasis on decent work principles have been embedded in the seminars given under the project. Particularly, the seminars given by Social Security Institute, where information was provided on the status of social security coverage of foreigners achieved upon obtaining the work permit, the rights of covered by social security including particularly women’s rights in the social security system, information about availability of helplines as Beyaz Masa (White Desk); seminars given by Ministry of Family, Labour and Social Services which informed the participants on the legal procedures for the access to labour markets by foreigners granted Temporary Protection and International Protection; seminars about *occupational safety and health*, where information was provided on the obligations and rights of workers and employers under the laws), culture of safety, risk assessment, work accidents and occupational diseases with the reference to the relevant ILO OSH related Conventions. Delivering seminars to the beneficiaries was one of the strong aspects of the project. The beneficiary women increased their knowledge on such core matters of working life including labour laws, and rights of working women, gender equality at work, and occupational safety and health in Turkey. The introduction of these seminars to beneficiaries and increase in beneficiaries’ understanding of decent work principles proves that the project under evaluation successfully contributed the promotion of International Labour Standards (ILS), particularly ILS on occupational safety and health, vocational guidance and training, skills development and social security.

6.6.6. One of the strong and unique aspect of ILO, among other UN Agencies, it builds upon its structure to promote social dialogue among tripartite constituents, as government, employer, and worker representatives, which has been demonstrated during the implementation of this project under evaluation. Collaboration between local public partners, such as GESOB, PEC, KEDV, GMM and ILO successfully ensured and efficient and effective management of the project.

*To what extent and how are the gender inequalities addressed through the project?*

6.6.7. If a project targeting only women is appropriately designed, labour market policies that is aiming to facilitate female labour force participation can play a critical role in promoting women’s empowerment and gender equality in the world of work. However, in some cases, trainings that is aiming to increase women’ access to labour market may also replicate and reinforce gender inequalities. Based on the evidence by KIIs, there was a discussion about which vocational training courses to be added into the curriculum and opened during the project implementation. Some of the vocational training courses, such as cooking, hairdressing was opened in order to provide women the opportunity to take part in courses they are demanding mostly. While these are significant steps in the context of the target group and their specific conditions, the gender equality implications of such practices were widely debated between project partners. While they might have provided important economic opportunities for women, their effects on social empowerment still remains questionable. However, given the sociodemographic status of the beneficiaries, this was a plausible move to open up more gender specific courses—even they reinforced gender stereotypes in the world of work, this showed that the project was responsive to the needs and demands of women. It was more realistic to open up such courses for vulnerable women population where—in some cases- they might have no basic literacy.

6.6.8. The project provided specific facilities to overcome the gender inequalities, in terms of overcoming difficulties of the women’s participation in the project activities. The refugee women are

constituted as the main target of all activities under the project and best practices were there to facilitate and increase their access to the trainings, seminars. For example, as one of the best practices, the establishment of daycare services inside the same building within SADA Women and Development Center to support women’s participation in trainings was found so effective and innovative. The provision of childcare services has been provided directly by ILO contribution. Besides, SADA Center’ provision of childcare facilities, the Center also provides gender sensitive services, such as conducting health, legal, sexual and gender-based violence counseling, protection services and referrals to local service providers.

## 7. Conclusions

7.1. Overall, the project has been significantly in line with Turkey’s national development priorities, global and regional response to Syrian refugee crisis. In particular, the project is relevant to the context and responsive to the evolving needs of Syrian refugee women. Even though ILO is the first UN agency in Turkey implementing an employment-related project for non-Syrian refugees, however the needs of host community women and other refugee groups are overlooked in the project.

7.2. The project is successful in reaching out one of the most vulnerable population, Syrian refugee women in align with UN’s commitment of “leaving no one behind” of SDGs. The Project implementation was proceeding smoothly, and it has been successful in achieving most of its objectives in the foreseen time and with the allocated resources. The evaluation of the Project’s effectiveness points to a satisfactory performance, particularly in relation to enhancing the skills of the refugee and host community women while increasing their employability. However, due to the ongoing economic crisis, structural problems and adverse effect of COVID-19, the effectiveness of the project in terms of increasing women participation into labour market stays quite low, compared to the positive impacts it has created on women’s attitudes, perceptions, and personalities.

7.3. The intervention delivered is resulted in an economic and timely way. Outputs are delivered within the intended timeframe. A strong communication and coordination between the implementing partners and the national and local partners ensured the efficiency of programme management and implementation, which, in return, resulted in effectiveness of the project results. Reaching out vulnerable women refugee population and host community women (rather in a limited sense regarding host community) and progressing and maintaining achievements underpinning women empowerment and gender equality has been a result within the shrinking gender space in Turkey. Throughout this project, ILO successfully fulfils its roles and responsibilities and made a contribution towards achieving important short- and medium-term results for increasing women’s employability and increasing their self-confidence.

7.4. While we are able to see some results in the short term, the sustainability of the project is depended on the continuation and scaling up of training sessions for selected participants, the local partnering agencies’ support for the women cooperative in terms of establishing networks, providing ongoing support by ILO and capacity building exercises by Youth Deal Cooperative, providing market opportunities, ensuring its visibility to related actors.

## 8.1. Recommendations

Recommendation 1. (Addressed to ILO) The needs of non-Syrian refugee women should also be taken into attention and the next cycle of programmes could be designed to focus on their specific needs and challenges. Even though ASAM was responsible of reaching the host community women and registering the selected host community women to the center, ILO should articulate the needs of host community women and other refugee women for the next cycle of interventions targeting both refugee population and host community population in Turkey based on deeper analysis of areas where ILO hold

comparative advantage. Throughout this project, need assessment report conducted by UN Women and ASAM focused on the needs of Syrian women, therefore forthcoming need assessment reports should include other vulnerable women among host community and non-Syrian groups and integrate the host community and other refugee groups’ feedback into the design of these forthcoming interventions.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Ankara	High	immediate	Low

Recommendation 2. (Addressed to all stakeholders) Revising the targeting of the training program may be important for enhancing effectiveness: Targeting of the program to younger women may create change in their perceptions and behaviour more easily than with older women who have established norms and behaviour in their daily lives. Targeting younger women with job prospects is likely to enhance the project’s success in reaching its goals in terms of increasing the employability of women and girls. Reaching women not looking for jobs takes away from the targeting efficiency of the program and reduces the impact of the program on women’s labour market transition.

Responsible Units	Priority	Time Implication	Resource Implication
All stakeholders, i.e., tripartite partners, ILO Ankara	High	Ongoing	Low

Recommendation 3. (Addressed to ILO) The training materials, duration and content have a significant impact on the effectiveness of the program. Reviewing and visualizing the training content and possibly lengthening the duration of training may help enhance efficiency in the upcoming trainings taking place in different ILO’s interventions.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Ankara	High	Ongoing	Low

Recommendation 4. (Addressed to ILO) The training courses should meet the needs of the labour market, with acknowledging the competition in the labour market. Otherwise, an accumulated number of certificates in specific subjects such as hair dressing is likely to decrease their employability. ILO should work together with local actors to identify of feasible potential sectors for conducting economic activities in Gaziantep.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Ankara	High	Ongoing	Low

Recommendation 5: (Addressed to ILO) \_Trainer selection matters in delivery of trainings: Since the targeted group is refugees who flee from their own countries due to the conflict and some might suffer from post-traumatic stress disorder, therefore the trainers’ attitudes, style and even choice of words is very crucial for the successful delivery of the program. All of the trainers selected by ILO were appreciated by the beneficiaries though some complaints were received with regards to 1 trainer. A careful selection of trainers, who both internalize the course content and are sensitive in their delivery of the course content to a sensitive group, such as in this case, refugee women by taking into consideration their psychological state of health, need to be taken into account for future programming

of similar trainings. It is nonetheless important to state that this is one of the most critical aspects of future successful implementation of other programmes targeting women refugees by ILO.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Ankara	High	immediate	Low

**Recommendation 6:** (Addressed to ILO) ILO should address the sociocultural and structural barriers and attitudes that constrain female labour force participation in Turkey. Even though it looks like an overarching goal, holistic approaches boosting women’s access to labour market that is tackling gender stereotypes and prejudices on many levels: within families, communities, the education system and the business environment, should be strategized and followed. At the same time, women can benefit not only from interventions that provide them with technical skills and access to finance, but also those that offer soft skills development, boost self-esteem, and offer access to peer-based networks.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Ankara	Medium	Ongoing	Low

**Recommendation 7:** (Addressed to ILO and UN Women) ILO and UN Women have taken effort to enhance women empowerment and employment opportunities at the same time, in particular for vulnerable women, and further support needed in terms of establishing business networks, holding capacity building exercises, providing market accessibility to the products that they produce in the cooperative given by these agencies should be ensured.

Responsible Units	Priority	Time Implication	Resource Implication
ILO and UN Women	High	Ongoing	medium

**Recommendation 8:** (Addressed to ILO and UN Women) Cooperatives and entrepreneurship support provide specific platforms for women should be watched closely for future prospects that go beyond the current training, whilst also remaining sensitive to the burden that many women already bear. Many are in female-headed households or are expected to maintain traditional household roles.

Responsible Units	Priority	Time Implication	Resource Implication
ILO and UN Women	High	Medium to long-term	Low

## 9.1. Lessons Learned

9.1.1. Some messages have emerged from the analysis of the document review, focus group discussions and key informant interviews and this section provides a discussion on lessons for future implementation of similar projects for improving project effectiveness, targeting and results:

9.1.2. **Defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes:** The expectations and responsibilities of each stakeholder in the project needs to be laid out openly in this discussion, in order to make sure the next steps of the program can be implemented with ease and the learnings of this

phase of the program can be used constructively in developing the partnership between organizations involved in the project

**9.1.3. Trainer selection matters in delivery of trainings:** Since the targeted group is refugees who flee from their own countries due to the conflict and some might suffer from post-traumatic stress disorder, therefore the trainers’ attitudes, style and even choice of words is very crucial for the successful delivery of the program. Most of the trainers were appreciated by the beneficiaries though some complaints were received with regards to 1 trainer. A careful selection of trainers, who both internalize the course content and are sensitive in their delivery of the course content to a sensitive group, such as in this case, refugee women by taking into consideration their psychological state of health, need to be taken into account for future programming of similar trainings. It is nonetheless important to state that this is one of the most critical aspects of future successful implementation of other programmes targeting women refugees by ILO.

**9.1.4. Revising the targeting of the training program may be important for enhancing effectiveness:** Early intervention and targeting of the program to younger women may create change in their perceptions and behaviour more easily than with older women who have established norms and behaviour in their daily lives. Targeting younger women with job prospects is also likely to enhance the project’s success in reaching its goals in terms of increasing the employability of women and improving their chances and opportunities in the labour market. Conducting this training program with younger and more employable generation of women will equip them with knowledge of their rights and provide them with more knowledge and exposure to ideas of gender equality, and eventually lead to an impact on their labour force participation and access to decent jobs. Otherwise, reaching women not looking for jobs takes away from the targeting efficiency of the program and reduces the impact of the program on women’s labour market transition.

## 9.2. Good Practices

9.2.1. The project uses the international, national and local expertise and experience by bringing together the stakeholders, UN Women as a leading agency and ASAM to join their forces in enhancing women empowerment and resilience of refugees and ILO, as an implementing agency. The ILO Office for Turkey develops, implements and monitors development cooperation programmes and projects related to employment and labour rights since many years. Throughout ILO’s engagement it has been possible to include all these local organizations as partners into the project activities, such as Gaziantep local directorate of ISKUR, GESOB. For more than 20 years, ASAM has been dedicated to creating solutions to the problems that refugees and asylum seekers encounter in Turkey, to help them to fulfil their primary needs and to support them to provide access for fundamental rights and services. ASAM, with its remarkable capacity in multi-service community centres, ensures expertise for service delivery and provides a solid referral mechanism for cases needing extensive psychosocial support and legal assistance. Similarly, UN Women has been active in Turkey only since 2012. Since then, UN Women have rapidly gained attention and presence, both in relations with the Turkish government and in field activities. This is also reflected in the rising number of employees who are increasingly being deployed for project activities. This holistic approach made it possible the achievements of the project for socio-economic women empowerment, resilience building among refugee population and social cohesion between refugee women and host community women.

9.2.2. In regard to the partnership, UN Women and its partners ASAM and ILO have agreed on their duties and there are no governance issues. Defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes. Even though there were challenges in the initial stages, ethical values, initial principles and division of labour in regard to the project have been further clarified along with the “Code of Conduct”

developed carefully and promoted strictly by ASAM at central level, which ensures the ethical conduct and professional approaches to the utmost level.

9.2.3. The creation of SADA Women and Development Center with a holistic approach for women’s empowerment, integrating diverse services and approaches of socio-economic empowerment, protection, and social cohesion is demonstrated the innovative approach that the project had taken. Having a separate space for women’s training and activities – a practice that supported women to feel at ease to learn and engage.

9.2.4. SADA Cooperative marks a first of its kind in Turkey among the cooperatives as it brings most vulnerable Afghan, Syrian and Turkish women, including single mothers and female headed households. Representing a model of creating products that reflect real-life stories with local motifs, generating and sharing income, the Cooperative is an example of a social cooperative with potential for replicability and scaling up for income-generation for vulnerable people, especially in a humanitarian/refugee context. Indeed, the Cooperative was selected as one of the top 10 scale-up projects by the Paris Peace Forum – a multilateral platform for global governance projects under the auspices of the Government of France – in November 2019 out of 1,600 projects.

## ANNEX A. Evaluation Terms of Reference

### TERMS OF REFERENCE

#### Final Evaluation of “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project

Overview	
Project Title	INT/17/03/UNW: “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project
Contracting Organization	International Labour Organization (ILO)
ILO Responsible Office	ILO ANKARA
Technical Units	MIGRATION
Funding source	European Union Regional Trust Fund
Budget of the Project	1,609.055.22 EUR/USD 1,849, 872.15
Project Location	Turkey, Gaziantep
Duration	28 months, 26/04/2018 - 30/06/2020
Outcomes	Outcome 7, TUR 159 and Outcome 4 TUR154
Type of Evaluation	Independent Final Evaluation
Expected Starting and End Date of Evaluation	20 June 2020- 31 August 2020

#### I. INTRODUCTION AND RATIONALE FOR EVALUATION

The independent final evaluation is undertaken in accordance with the project work plan and in line with the ILO Evaluation Policy adopted by the Governing Body in October 2017, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

As per ILO evaluation policy, the project has been subject to an initial M&E (evaluability) appraisal by EVAL. As per ILO evaluation policy, the project is also subject to a mid-term evaluation and a final independent evaluation. The midterm evaluation was conducted in the 4<sup>th</sup> quarter of 2019. In the project document, it is planned that an independent final evaluation will be carried out under the overall supervision of the ILO Evaluation Office. The evaluation process will be designed in line with ILO and EU Regional Trust Fund M&E procedures.

##### a. Project description

The overall objective of the project is to ensure that “women, girls and their communities are resilient to conflict, displacement and other crises”.

The project aims social and economic stabilization of Syrian women and girls, and to contribute into their self-reliance and ability to co-exist via the following outcomes and outputs:

- v. Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities (Outcome 1);

The first outcome of the project aimed to guarantee that women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities. The Gaziantep Women-Only Center (hereinafter referred to as the Centre) served as the main location for all social and economic empowerment activities to be implemented under the project’s framework although a few activities were implemented in facilities close to the center; such as women empowerment workshops, vocational training courses, social cohesion activities, etc. Extensive livelihoods support tailored specifically for women and girls will ultimately result in a more resilient refugee community. Through the services, referrals, training courses, provided via the Centre, women - refugee and host country nationals – will have increased access to short term financial assets and production skills.

Funded by the European Union Regional Trust Fund for Syrian Refugees, the Government of Japan and the Government of Iceland, UN Women’s integrated refugee response programme in Turkey, *Strengthening the Resilience of Syrian Women, Girls and Host Communities* focuses on economic empowerment of Syrian and host community women by increasing their skills, qualifications and income opportunities. To implement the programme in Turkey, UN Women partnered with Gaziantep Metropolitan Municipality, the International Labour Organisation (ILO) and the Association for Solidarity with Asylum Seekers and Migrants (ASAM).

UN Women supports refugee and host country national women to increase their access to short term productive and financial assets and skills, ensure that the resources needed for gender equality priorities are mobilized and women’s organizations are supported to promote, stability and peaceful co-existence in their communities. ASAM provides protection support to the refugee and host country women to increase their access to comprehensive essential services.

The ILO has implemented economic empowerment component of the said project for Syrians that seek to develop their skills, prepare them to take jobs, support their entrepreneurship capacities and increase their resilience. Under the Outcome 1 of the project, ILO is responsible for “Output 1.2: Women are empowered and have access to long-term employment opportunities” to increase and promote the employability of women refugees.

Building on the experiences gained in the implementation of on-going projects, ILO has promoted decent work opportunities for Syrian women refugees and women from host communities by engaging with labour market actors. As this project is targeting the most vulnerable women, access to formal work and training opportunities will reduce the risk of exploitation, engagement in negative coping mechanisms, while supporting the access to safe, dignified and decent working conditions in line with the national laws and regulations both for Syrian and host communities’ women and girls.

Under this output, the following activities have been undertaken by the ILO:

- **Activity 1.2.1** *Providing basic life and market skills training programmes*

Women are at higher risk of being excluded from decent work opportunities due to barriers related to societal attitudes and stereotypes, access to employment, information and services and cultural participation. To ensure effective inclusion of women in the project and making decent work a reality for Syrian and Turkish women, proactive measures have been taken to ensure access of women to the labour market. In this regard, basic life and market skills training programmes addressing language skills (Turkish), computer courses, gender equality and women’s human rights have been organized for women.

**Expected output:** 1250 women to be trained on basic life and market skills. 70:30 per cent SuTP/HC ratio was applied to this activity, in line with the overall target ratio approach.

- **Activity 1.2.2.** *Providing market oriented vocational and technical training courses*

ILO organized vocational trainings programmes for women to make them intermediate level staff for textile, garment and shoe-making industries, where they can produce intermediary level industrial products from their homes or from secured locations, where they will feel safe and sound. The types of vocational and technical training courses included, among other things, traditional handicrafts packaging, patient admission services, office management, hairdressing and skincare, cooking. Nonetheless, the list of the courses were modified during project implementation according to the current necessities of the labour market and the skills set and education level of women benefiting from the Centre.

**Target number:** 560 women<sup>39</sup> to receive vocational training courses and to be certified accordingly. 70:30 per cent SuTP/HC ratio to be applied to this activity based on coordination with İŞKUR based on 50:50 percent in line with Ministry of Labour’s policy and targets, in line with the overall target ratio approach.

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<sup>39</sup> UN Women and ILO will ensure that women and girls receive extensive livelihood support tailored specifically to their needs. Courses and counselling to support women’s economic empowerment will be offered to about 560 who are not willing to take part in the classes provided in existing centres and are looking for women-only spaces for skills building. <sup>39</sup> Women who receive the first stage referral and psychosocial support from the centre will be prioritized for the in-house skills building programmes, while others will be recommended to the existing livelihood programmes provided by other institutions.

- **Activity 1.2.3.** *Providing entrepreneurship courses for Syrian women who are willing to start up their own business models*

The project provided opportunities to entrepreneur women who were willing to establish their own businesses. Entrepreneur women who have completed the modules on basic life skills and vocational skills were offered to take part in entrepreneurship classes. ILO collaborated with the public entity in Turkey, which is responsible for supporting the entrepreneurs, KOSGEB (Small and Medium Industry Development Organization), to ensure that women benefiting from these modules will have access to the micro-grants and favourable credit schemes offered to those who are certified by KOSGEB.

**Target number:** 80 women to be trained on entrepreneurship and will be certified accordingly. 70:30 per cent SuTP/HC ratio will be applied to this activity, in line with the overall target ratio approach.

- **Activity 1.2.4** *Establishing a mentoring/role model system for empowerment of women*

Women who succeeded in business life in the region or country were invited to the Centre on a regular basis to give seminars to share their experiences and knowledge with Syrian and host community women and girls. Role model seminars were offered at the Centre on a monthly basis. Moreover, a mentoring group were established, which will be composed of women with similar backgrounds and those who have been able to access the labour market after vocational training, women’s empowerment programmes or micro credit applications.

**Target number:** 800 women to be supported through seminars and mentoring activities. 70/30 per cent SuTP/HC ratio will be applied to this activity, in line with the overall target ratio approach.

- **Activity 1.2.5** *Providing opportunities and resources for small scale income generation activities & Supporting women’s cooperatives*

Under this activity the project supported women benefitting from the Centre to engage in joint production activities that can bond Syrian women and women from host communities, creating a sense of dialogue and co-existence. In cooperation with UN Women, ILO engaged with experts in such areas (e.g. well-known chefs and designers) to promote the establishment of women owned start-ups through production of high-quality end products and for the marketing of the products at the Centre. Women who were willing to pursue these activities in a common structure were supported via training modules for cooperatives by the staff of General Directorate of Cooperatives and Ministry of Customs and Trade.

Within this activity, ILO facilitated the establishment of the SADA Women’s Cooperative and provided consultancy services to members of cooperative on business development, marketing, visibility and communication to increase the capacity of the cooperative and ensure that members will be able to manage their business by themselves.

**Target number:** In total 360 women participate to the small-scale income generating activities and will be trained on the legislative framework on women’s cooperatives. Minimum number of 20 women will be the member of new established women cooperative. 70:30 per cent SuTP/HC ratio will be applied to this activity, in line with the overall target ratio approach.

- **Activity 1.2.6** *Providing job-counselling and legal advice on work permits and job security*

The project organised awareness raising seminars among Syrians and Turkish women and girls concerning access to rights, legal arrangements, problems, and opportunities in the labour market, including the legal pathways to obtain work permits, ensure decent work conditions (minimum legal wage, social security, etc.), occupational safety and health, and harassment.

**Target number:** 1000 women to be trained on access to rights, legal arrangements, problems, and opportunities in the labour market. 70/30 per cent SuTP/HC ratio will be applied to this activity, in line with the overall target ratio approach.

The overall objectives of the project was designed in line with the Outcome 7 of the current ILO P&B 2020-21. Project is also aligned with the United Nations Development Cooperation Strategy for Turkey (UNDCS) (2016-2020), an agreement signed between the Government of Turkey and the United Nations System in Turkey and the Turkey chapter of the Regional Refugee and Resilience Plan (3RP). Synergies were also created with other two projects being implemented under the ILO’s five-year Refugee Response Programme (2017-2021) which was designed with a view to strengthen the labour market

and business development environment through the stimulation of decent work opportunities, inclusive socio-economic growth and the reinforcement of governance systems and structures.

Furthermore, objectives of the project are closely aligned with the 2030 Agenda for SDGs, mainly with Goal 8 “to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, supporting specifically SDG 8.3 on “promoting development oriented policies that support productive activities, decent job creation”, SDG 8.2 on “achieving higher levels of productivity of economies through diversification, technological upgrading and innovation” and SDG 8.8 on “protecting labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants” through the economic empowerment activities like vocational trainings, entrepreneurship trainings, establishment of women cooperative and informative seminars on work life carried out by ILO Office for Turkey.

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

The project’s overall rationale is to link the resilience approach with gender equality goals. In line with the ILO’s policy and programming principles, Gender equality and non-discrimination concerns have been taken into account during project design and implementation.

## II. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The evaluation of the project is part of the Monitoring and Evaluation Plan 2020 of the ILO Regional Office for Europe and Central Asia and the project workplan. .

The purpose of this final independent evaluation is to ensure accountability and learning. It will assess the results of the work done in order to properly report on the results as well as define the steps for possible further project development to promote decent work opportunities for refugees. It would also guide for possible further project development to promote decent work opportunities both for Syrian and host communities women in Turkey and provide prospect for future collaboration areas with UN Agencies. It would help to define what and how the ILO Office for Turkey contributed for better working and living conditions both for the Syrian refugees and the host communities, empowerment of women refugees and host country nationals, improvement of knowledge-base, employability and raising the awareness of the refugees, public institutions and the general public about the labour market access of the refugees, their rights and obligations. The final independent evaluation will also ensure accountability to Beneficiary, donor and key stakeholders and promote organizational learning within ILO and among key stakeholders.

The evaluation will consider the project’s relevance, efficiency, effectiveness, coherence and sustainability of outcomes, and test underlying assumptions about contributions to broader developmental impacts. Project evaluations have the potential to:

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

The **scope** of the evaluation will encompass all activities and components of the project for the period from May 2018 to August 2020. The main clients of the evaluation will be ILO management, project team members, project partners (UNWomen and ASAM), local partners in Gaziantep.

The following groups are the main clients of the evaluation:

- ILO management and project staff at ILO Office for Turkey both in Ankara and Gaziantep
- Project Partners: UNWomen and ASAM
- Donor (the EU Delegation in Ankara)
- National Partner: Ministry of Family, Labour and Social Services, DG for International Labour Force, workers and employers organisations.
- Local partners: Gaziantep Metropolitan Municipality, Gaziantep Chambers of Artisans and Craftsmen, Ezogelin Public Education Center, İŞKUR Gaziantep, Social Security Institution Gaziantep,

- Experts and Service Providers: Specialists on gender equality, occupational health and safety and cooperative
- Target groups of the project: Refugee and host community women
- Trainers and interpreters of courses and vocational trainings

The final evaluation will benefit from the findings of the mid-term evaluation and will integrate gender equality and other non-discrimination issues as a cross-cutting concern throughout its methodology and deliverables. It will give specific attention to how the project is relevant to the ILO’s programme framework, UN Regional Refugee and Resilience Programme (3RP), UNDCS and national development frameworks. It will incorporate inputs from tripartite constituents and national stakeholders.

### III. Criteria and questions

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

- A. The evaluation should address the evaluation criteria related to: project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in [the ILO Policy Guidelines for results-based evaluation](#), 2017
- B. The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development should be considered in this evaluation. In particular, gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. It should be noted that gender is the core dimension of the project and the main aim of the project is to provide decent employment opportunities to Syrian women.
- C. It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator(s) may adapt the suggested evaluation criteria and questions, but any fundamental changes should be agreed upon between the ILO evaluation manager and the evaluator. The evaluation instrument (as part of inception report) to be prepared by the evaluators will indicate and/or modify (in consultation with the evaluation manager), upon completion of the desk review, the selected specific aspects to be addressed in this evaluation.

The suggested evaluation criteria and questions are given below:

#### **Relevance**

- Project’s fit with the context:
  - How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – with particular focus on SDG 5 and SDG 8, ? How the project outcomes contributed to localisation of SDG in the country?
  - Is there a fit between the project design and the direct beneficiaries’ needs?
  - How well does it complement other ILO projects particularly under the Refugee Response Programme in the country and/or other donors’ activities?
  - Are the project approach and activities relevant to the needs of the constituents and the stated objectives? Are the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?
  - What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
  - Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?
- Appropriateness of the project design:
  - Is the design of the project appropriate in relation to the ILO’s strategic and national policy frameworks?

- Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
- Are indicators useful and SMART to measure progress?

### ***Effectiveness***

- To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
- Have there been any unintended results (positive or negative)?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Have there been any notable successes or innovations?
- To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?
- Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
- How effective was the communication strategy implemented?<sup>40</sup>

### ***Efficiency***

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

### ***Coherence***

- How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?
- To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?
- How well does the interventions of the project fit with other interventions of the relevant partners?
- To which extent other interventions of the partners (particularly policies) support or undermine the project activities?

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

- Are the results achieved likely to continue after the end of the project?
- Is the to-date achieved progress likely to be long lasting in terms of longer term effects?
- What action might be needed to bolster the longer term effects?
- How the members of the project team envisages achievement of solutions for sustainable results?
- What is the level of ownership of the programme by partners and beneficiaries?
- How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?

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

- What are the overall lessons learned from the process of the implementation of the project?
- How these lessons should be incorporated or made use of for better in the formulation and implementation of a new possible project?
- Are there good practices to be replicated both nationally and globally?

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<sup>40</sup> As monitoring mechanism and communication strategy are under the responsibility of UN Women as the main implementing agency, the evaluator is requested to have a depth discussion on this with UN Women.

- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?
- What lessons and good practices from the project are relevant for the COVID-19 response?

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

- To what extent did the project mainstream gender in its approach and activities?
- To what extent did the project use gender/women specific tools and products?
- How effective was the project in using ILS promotion and social dialogue tools and products?
- To what extent and how are the gender inequalities addressed through the project
- To what extent have men and boys been involved in discussions, activities and processes?

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

#### **IV. Methodology**

The evaluation will be carried out in the middle of a pandemic caused by the COVID-19 virus. The pandemic is likely to have serious implications for data collection for this independent final evaluation. Domestic travel by the evaluator would not be possible due to COVID-19 related travel restrictions. Therefore, alternative methodologies for the data collection will be considered. This could include extensive use of video-conferencing technology and other forms of online and virtual approaches building on EVAL’s guidance note “[COVID-19: Conducting evaluations under challenging conditions](#)”.

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

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

Both qualitative and quantitative evaluation methods should be considered for this evaluation. First of all, the evaluator will make **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, news on activities and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications).

Secondly, the Evaluator (s) is also expected to use **interviews** (online (audio and/or visual), telephone or computer based) as a means to collect relevant data for the evaluation. Individual or group interviews will be conducted with the main clients defined in page 7.

Evaluator(s) would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project in consultation with the evaluation manager.

Thirdly, the Evaluator may use **surveys** to collect data for the evaluation from the target groups, if applicable.

Opinions coming from stakeholders will support and clarify the quantitative data obtained from project documents. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents including the Progress Reports. Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question and findings be triangulated to draw valid and reliable conclusions. Data shall be disaggregated by sex where possible and appropriate.

The methodology will include examining the project’s Theory of Change in the light of logical connect between the levels of results, their alignment with the ILO’s strategic objectives.

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

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

**Post-Trip Debriefing:** Upon completion of the report, the evaluator(s) will provide a debriefing to the ILO/Ankara on the evaluation findings, conclusions and recommendations (possibly, by telephone/or on Skype or other equivalent audio and visual communication platforms). Final draft of the report will be shared by the evaluator(s) with the stakeholders for their comments and inputs and the evaluator(s) will be responsible for reflecting all relevant inputs to the final report.

## V. MAIN OUTPUTS (DELIVERABLES)

**A. Inception report in English including an outline of report** (to be submitted electronically to the evaluation manager within **ten days** of the submission of all program documentation to the Evaluator) This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The Evaluator(s) will also share the initial draft inception report with the Evaluation Manager to seek their comments and suggestions. The inception report should be in line with [ILO EVAL Office Checklist](#).

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

- ✓ Executive Summary with key findings, conclusions and recommendations<sup>41</sup>
- ✓ Project background<sup>42</sup>
- ✓ Evaluation background (purpose, scope, clients, methodology)
- ✓ Findings
- ✓ Conclusions and recommendations (identifying which stakeholders are responsible)
- ✓ Lessons learnt & good practices
- ✓ Annexes including the TORs, lessons learned template, good practices template and a list of those consulted

The initial draft to be submitted to the evaluation manager within 15 days of completion of the online meetings. The evaluation consultant will submit to the evaluation manager the initial draft of the final report. This draft will be app. 30 pages plus executive summary and annexes. It will also contain an executive summary of max.5 pages, the body of the draft will include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations.

**C. Final Report in English (electronically) incorporating feedback from stakeholders on the draft and to be submitted to the evaluation manager within ten days of receipt of the draft final report with comments.**

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

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

**E. Summary of the Report**

## SUGGESTED REPORT FORMAT

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<sup>41</sup> The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, recommendations, important lessons learned, and good practices.

<sup>42</sup> The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

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

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

For detailed information, please follow this page:

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

The process of the finalization of the Evaluation reports:

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

## **VI. MANAGEMENT ARRANGEMENTS**

### **EVALUATION TEAM**

The evaluation team will be comprised of one national consultant and interpreter working under supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber-Agtaş, Senior Programme Officer of the ILO Office for Turkey. Interpretation during online interviews with beneficiaries will be provided by interpreter hired by the ILO Office for Turkey.

## **VII. REQUIREMENTS**

Qualifications of the Evaluator (s)

- Substantial knowledge of the migration and refugee issue
- Experience in evaluation of development interventions
- Knowledge of the ILO’s mandate and Decent Work agenda
- Knowledge of the country context
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations
- Advanced degree in administrative , economics and social sciences
- Excellent analytical and report-writing skills
- Qualitative and quantitative research skills
- Full command of English and Turkish

### **SELECTION**

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

### **ROLES AND RESPONSIBILITIES**

Final Evaluation of the “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project  
Final Report 28<sup>th</sup> October 2020

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

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

The ILO Evaluation Manager is responsible for:

- Preparing the TOR and circulating it for comments, input;
- Selecting the evaluator, submitting the selected candidate’s CV to REO, EUROPE Evaluation Focal Point and EVAL for final approval;
- Facilitating communication with regards to the preparatory meeting prior to online interviews,
- Assisting in the implementation of the assessment methodology, as appropriate;
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the evaluator;
- Reviewing the final draft of the report and submitting it to the Regional Evaluation Officer (Ms Irina Sinelina) and RO/EUROPE evaluation focal point (Mr Daniel Smith) and EVAL Desk Officer for Europe for final approval;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Coordinator and Team is responsible for:

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

**TIMEFRAME**

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

Tasks	Number of working days
Desk review of project related documents; Skype briefing with evaluation manager, project manager and programme officer. Prepare inception report including interview questions and questionnaires (if needed) for project stakeholders	8 days
Conduct online interviews, surveys (if needed) with relevant project staff, stakeholders, and beneficiaries.	12 days
Analysis of data based on desk review, online field assessment, online interviews/questionnaires with stakeholders; draft report	10 days
Revise and Finalize the report	10 days

Total	40 days
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### VIII. Norms and standards

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

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

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

#### Payment Details

On completion of the work to the satisfaction of the ILO, the ILO will pay to the External Collaborator the amount of 68,170 TRY (40 days\*250 dollar, 1 dollar is 6,817 TL according to June 2020 UN Exchange Rate) on a lump sum basis. The ILO will also pay to the External Collaborator maximum 7,500 TRY (250 TRY per hour for 5 days, 1 working day is 6 hours) to cover the cost of translation from Turkish to Arabic and vice versa. The External Collaborator shall submit the list of interviews in Arabic language for verification and if the simultaneous translation and reporting takes less than 5 days the payment will be adjusted to the number of interviews accordingly. The evaluator will be responsible for all equipment and service costs for online meetings and communication administrative costs and any other costs as incurred for activities outlined in this ToR.

#### Travel Details

With reference to ILO measurements for COVID-19 Pandemic, currently any domestic and/or abroad travel is strictly discouraged. According to the current situation, the consultant is not requested or expected to travel during the contract period. If any of the above-mentioned measurements abolishes this contract may be subject to change by following the usual procedures of ILO External Collaborator Contract.

Payment will be made in two tranches;

1. XXX TRY-upon the submission of the inception report
2. XXX TRY+ XX TRY - upon the submission of the final report.

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

#### Deliverables:

All deliverables and outputs will be in English.

Deliverable	Deadline	Payment upon Approval
1. Submission of Inception Report	10 July 2020	17,170.00 TRY
2. Conducting Evaluation (online interviews with relevant project staff, stakeholders and beneficiaries, surveys.	July 2020	-
3. Submission of Draft Final Report	20 August 2020	-

Final Evaluation of the “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project  
Final Report 28<sup>th</sup> October 2020

4. Submission of Final Report	4 September 2020	XX TRY +XX TRY (to be determined as per the number of interviews in Arabic)
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The external collaborator will be solely responsible for all communication, administrative costs and any other costs as incurred for the activities outlined in this TOR.

## ANNEX B. Project Basic Information

PROJECT KEY INFORMATION	
Project Title	INT/17/03/UNW: “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey” Project
Project Partners of the Action	United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) International Labour Organization (ILO) Association for Solidarity with Asylum-Seekers and Migrants (ASAM) Gaziantep Metropolitan Municipality (GMM)
Overall Objective of the Action	The overall objective (goal) of the UN Women Programme “ <i>Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey</i> ” is to ensure that “women, girls and their communities are resilient to conflict, displacement and other crises”.
Implementing Partner for Outcome 1.2.	International Labour Organization (ILO)
Project Purpose of the ILO Project under the Action	To implement the Turkey Component of the Outcome 1.2 of the overall UN Women Programme. The Programme aims towards the social and economic stabilization of Syrian women and girls in Turkey, and to contribute to enhancing their self-reliance and ability to co-exist via a two-fold regional strategy. <b>Outcome 1.2: Women refugees and host country nationals are empowered through increased longer term social and economic recovery and livelihood opportunities</b> <b>Outcome indicators:</b> <ul style="list-style-type: none"> <li>• Number of women refugees and host country national receiving support from this project, actively seeking livelihood opportunities.</li> </ul> <b>Output 1.2: Women are empowered and have access to long-term employment opportunities.</b> <b>Indicators:</b> <ul style="list-style-type: none"> <li>• Number of women refugees and host country national receiving support from this project, actively seeking livelihood opportunities. (Act. 1.2.1, 2, 3 &amp; 4)</li> <li>• Number of Syrian refugees and host communities participating in small-scale income generation activities (Act. 1.2.5)</li> <li>• Number of Syrian refugees and vulnerable host communities supported through awareness raising/mentoring seminars                      Baseline:256, Target:800 (Act. 1.2.6)</li> </ul>

<p>Activities undertaken by the ILO and the Outputs delivered</p>	<p><b><u>Activity 1.2.1</u></b> Providing basic life and market skills training programmes <b>Expected output:</b> 800 women will be trained on basic life and market skills. 70:30 per cent Syrian/HC ratio will be applied to this activity, in line with the overall target ratio approach.</p> <p><b><u>Activity 1.2.2.</u></b> Providing market oriented vocational and technical training courses <b>Expected output:</b> 560 women will receive vocational training courses and will be certified accordingly. 70:30 per cent Syrian/HC ratio will be applied to this activity based on coordination with İŞKUR; ILO, ASAM and UN Women will also pay every possible effort to reach the 50:50 percent in line with Ministry of Labour’s policy and targets, in line with the overall target ratio approach.</p> <p><b><u>Activity 1.2.3.</u></b> Providing entrepreneurship courses for Syrian women who are willing to start up their own business models <b>Expected output:</b> 80 women will be trained on entrepreneurship and will be certified accordingly. 70:30 per cent Syrian/HC ratio will be applied to this activity, in line with the overall target ratio approach.</p> <p><b><u>Activity 1.2.4</u></b> Establishing a mentoring/role model system for empowerment of women <b>Expected output:</b> 800 women will be supported through seminars and mentoring activities. 70:30 per cent Syrian/HC ratio will be applied to this activity, in line with the overall target ratio approach.</p> <p><b><u>Activity 1.2.5</u></b> Providing opportunities and resources for small scale income generation activities &amp; supporting women’s cooperatives <b>Expected output:</b> 240 women will participate to the small-scale income generating activities and will be trained on the legislative framework on women’s cooperatives. Minimum number of 20 women will be the member of new established women cooperative. 70:30 per cent Syrian/HC ratio will be applied to this activity, in line with the overall target ratio approach.</p> <p><b><u>Activity 1.2.6</u></b> Providing job-counselling and legal advice on work permits and job security <b>Expected output:</b> 800 women will be trained on access to rights, legal arrangements, problems, and opportunities in the labour market. 70:30 per cent Syrian/HC ratio will be applied to this activity, in line with the overall target ratio approach.</p>
<p>Assumptions</p>	<ul style="list-style-type: none"> <li>• Low attendance rate of beneficiaries.</li> <li>• Government stakeholders continue their support.</li> <li>• Public institutions at central and local level continue to be supportive of our project.</li> <li>• Rotation of staff within Public education centers affecting interest in cooperation.</li> </ul>
<p>Project Location</p>	<p>Turkey, Gaziantep</p>

## ANNEX C. Evaluation Questions

Evaluation Criteria	Evaluation Questions
Relevance	1.1. How the project supports United Nations Development and Cooperation Strategy (UNDCS), strategic country development documents and Sustainable Development Goals – with particular focus on SDG 5 and SDG 8? How the project outcomes contributed to localisation of SDG in the country?
	1.2. Is there a fit between the project design and the direct beneficiaries’ needs?
	1.3. How well does it complement other ILO projects, particularly under the Refugee Response Programme in the country and/or other donors’ activities?
	1.4. Were the project approach and activities relevant to the needs of the constituents and the stated objectives? Were the activities and outputs of the project consistent with their overall objectives of the project and has the quality of these outputs been satisfactory?
	1.5. What mechanisms are in place to ensure inclusion of beneficiary feedback in the design and implementation process?
	1.6. Is there any relevance and coherence of the project strategies related to the COVID-19 policy and programme response and measures by the government, social partners, UN system and other key partners?
	1.7. Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)?
	1.8. Are indicators useful and SMART to measure progress?
Effectiveness	2.1. To what extent have the project objectives been achieved? What are results noted so far? Have there been any obstacles, barriers?
	2.2. What were the major factors influencing the achievement or non-achievement of the objectives?
	2.3. Have there been any notable successes or innovations?
	2.4. Have there been any unintended results (positive or negative)?
	2.5. Assess how gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
	2.6. To what extent has the project adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?
	2.7. How effective was the monitoring mechanism set up, including the role of the Project steering committee and the regular/periodic meetings among project staff and with the beneficiary, donor and key partners?
	2.8. How effective was the communication strategy implemented?

Efficiency	<p>3.1. Given the size of the project, its complexity and challenges, were the existing management structure and technical capacity sufficient and adequate?</p> <p>3.2. How efficiently the resources of project (time, expertise, funds, knowledge and know-how) have been used to produce outputs and results?</p> <p>3.3. Have the projects been receiving adequate political, technical and administrative support from the ILO and its national partners? If not, why? How that could be improved?</p>
Coherence	<p>4.1. How well does the interventions of the project fit with other interventions of the ILO Office for Turkey? What synergies have been created?</p> <p>4.2. To which extent other activities of the ILO Office for Turkey support or undermine the project activities, and vice versa?</p> <p>4.3. How well does the interventions of the project fit with other interventions of the relevant partners?</p> <p>4.4. To which extent other interventions of the partners (particularly policies) support or undermine the project activities?</p>
Sustainability and Impact Potential	<p>5.1. Are the results achieved likely to continue till the end of ongoing project and after it?</p> <p>5.2. Are they likely to produce longer term effects?</p> <p>5.3. What action might be needed to bolster the longer term effects?</p> <p>5.4. How the project envisages achievement of solutions for sustainable results?</p> <p>5.5. What is the level of ownership of the programme by partners and beneficiaries?</p> <p>5.6. How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?</p>
Gender equality and non-discrimination issues, ILS and Social Dialogue aspects	<p>6.1. To what extent did the project mainstream gender in its approach and activities?</p> <p>6.2. To what extent did the project use gender/women specific tools and products?</p> <p>6.3. How effective was the project in using ILS promotion and social dialogue tools and products?</p> <p>6.4. To what extent and how are the gender inequalities addressed through the project ?</p> <p>6.5. To what extent have men and boys been involved in discussions, activities and processes?</p>
Lessons Learned and good practices for future	<p>7.1. What are the lessons learned from the implementation?</p> <p>7.2. How these lessons should be incorporated or made use of for better implementation of ongoing project and in the formulation and implementation of a new possible project?</p> <p>7.3. Are there good practices to be replicated both nationally and globally?</p> <p>7.4. Is the project successful in terms of advocating and promoting good practices through innovative communication tools?</p>

	7.5. What lessons and good practices from the project are relevant for the COVID-19 response?
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## ANNEX D. List of Interviewees

Project Stakeholders	Key Informants	Total
Project Implementation Institution: ILO	ILO Country Office	2
	ILO Project Management Team in Ankara	2
	ILO Project Management Team in Gaziantep	1
Project Implementing Partners:	UN Women	2
	ASAM	3
Project Donor	EU Delegation to Turkey	1
National Partner	MoFLSS, DGILF	1
Local Partners in Gaziantep	İŞKUR Gaziantep Provincial Directorate	1
	SSI Gaziantep Provincial Directorate	1
	Gaziantep Metropolitan Municipality	3
	GESOB	1
	Ezogelin Public Education Center	1
Project Consultants	Gencisi Cooperative	4
Trainers, including interpreters, childcare service staff, seminar/workshop presenters	Turkish Language Course, Cooking Course, Shoe-making Course, Interpreters, Hairdressing Course, Make-up Course, Textile Course, Childcare Service Staff,	15
TOTAL		38

## ANNEX E1. Key Informant Interview Protocol

### Box 1 Interview protocol and meeting guidelines

#### *Protocol*

- Agree the length of the interview or meeting (typically 45-60 minutes)
- Introduce the consultant, explain the nature and purpose of the evaluation (below), and why we wanted this interview/meeting
- Record the names and positions of those you are interviewing or meeting with
- People should feel free to express their opinions. Stress that the consultant will take notes to help in writing the evaluation report but will not attribute views to individuals or organisations (i.e. contributions are anonymous) unless by prior agreement.
- Set the agenda for the meeting and the issues you would like to cover – see notes below
- Be aware in advance of potential sensitivities by consulting ILO staff
- Be courteous – and in particular respect the primary role and responsibility of government officials. Thank people for their time.

#### *Explaining the nature and purpose of the evaluation*

We are conducting an independent final evaluation of ILO’s project “Strengthening the resilience of Syrian women and girls and host communities in Turkey”. We are looking at whether the project is relevant, how ILO has performed (both efficiency and accountability), how effective is the outcome of the project – and most importantly, aiming to identify lessons to help inform the design of the next projects focusing on similar issues.

#### *Setting the agenda and framing questions*

Our approach to interviews and meetings is a semi-structured one. However, we have a question list attached below which is speaking to DAC criteria and evaluation matrix– but also allow participants to raise new issues. Do not try to cover too much ground (suggest focusing on 3-4 questions/issues per DAC criteria).

Use open questions. Start with a broad/descriptive question to open the conversation, e.g. ‘can you explain to us how you/your organisation are involved in this project’ but do not allow the meeting to become simply a descriptive briefing. This is an evaluative process, and we are trying to elicit evaluative judgements that can help ILO think e.g. about alternative approaches that might work better for projects than those currently adopted. These should be backed up with evidence/examples, and we may need to prompt those involved to illustrate their judgements (‘can you give me an example of that?’).

## ANNEX E2. Interview Template and KII Questions Guideline

Interview Template:

Do you agree to participate in this study? Yes/No? (verbal response only requested)

If yes, the Interviewer will continue the interview. If no, the interviewer will thank the interlocutor for time and allow the person to leave.

General Group discussion/interview information		
Key informant name	Position	Institution/organisation
Location:		
Category of stakeholders:	<input type="checkbox"/> UN Agencies <input type="checkbox"/> Government representatives <input type="checkbox"/> NGO <input type="checkbox"/> Provincial directorate representatives <input type="checkbox"/> Municipality <input type="checkbox"/> Donor <input type="checkbox"/> Trainers/Councillors <input type="checkbox"/> Other type of institutions (note): _____	
Date of KII:		
Name of Interviewer:		
Introduction	Please describe your role/engagement with the project (length of time, responsibilities, nature of interactions, etc.).	

### Relevance

- How was the project designed? Who were the key actors that took leading—in national institutions or in UN agencies?
- How gender sensitive was the design of the project?
- What efforts were made to ensure that the project design considered target groups’ perspectives?
- How well is the project relevant to the national priorities/evolving priorities in Turkey? (To what extent was the project aligned with priorities/ policies of the labour market in Turkey?)
- How well is the project relevant to the refugee crisis?
- How well is the project coherent with other projects implemented by ILO?
- To what extent is the project coherent with SDGs?

### Effectiveness

- How successful is the project to reach its goals? Any accomplishments so far?
- Did the project offer an appropriate approach to reinforcing the capacity of state institutions within the respective thematic area?
- How well does the project respond to the Syrian refugee crisis? (in general respond to the needs of people who are left behind—vulnerable groups, including host community)
- To what extent is the project speak to the humanitarian-development nexus?
- What other factors promoted or constrained progress towards achieving the outcomes?
- How well is the gender mainstreaming throughout the project cycle and how well was the role of project implementation partners?
- Any lessons learned throughout the implementation?

### Efficiency

- What measures have been taken to increase efficiency over time? How has the financial efficiency evolved over time?
- To what extent have national systems and capacities been strengthened?

- Were appropriate mechanisms established for accountability?
- Has the project generated timely results through the most efficient use of inputs including financial and human resources and partnerships?
- How well has the project implementation been managed by the ILO?

#### Coordination

- How effective is the coordination mechanism between different partners?
- Are the roles and responsibilities of the different partners well defined and clear?
- To what extent have UN Agencies, Government and Civil Society partner been able to capitalize on their comparative advantages in implementing the project?
- Is there a clear division of labour between the partners?
- What alternative partnership arrangements for the delivery of the project were considered and were the strategic implications analyzed?

#### Sustainability

- Are the outcomes of the project sustainable?
- What do you think about the “political will” to sustain the outcomes? (To what extent do national stakeholders demonstrate commitment and ownership over the results of the project)?

## ANNEX F. FGD Guidelines

In this section, we provide the guidelines and questions that the facilitator will follow while running FGDs online.

### INTRODUCTION:

Good morning and thank you for attendance. My name is Satanay. We invited you here today to talk with you about your attendance into the project, and your perceptions, thoughts about the program. As an independent facilitator, we would like to hear your opinions. Your opinions are very important for us. It will help us to understand the impact of the program and improve services by giving recommendation to higher institutions.

If you don't mind, we shall audio tape and record this conversation.

Your participation in the discussion is anonymous. We shall not record your names and will give nicknames in order to keep it confidential.

Do you have any questions about today's discussion?

(Answer any posed question)

Thank you.

I, Satanay, shall lead today's discussion with you.

It is planned for our conversation to take 2 hours. I kindly ask all of you to take part in the discussion and express your opinions freely. Here there are no right or wrong answers. Everybody's opinion is equally important. We would like to hear your honest answers. We also ask you to respect each other and not interrupt each other, as well as not to speak for too long, in order for each of us to have enough time to say what we want.

Focus Group Questions:

#### 1. Introduction and Meeting (5 minutes)

Facilitator thanks participants, gives an introduction to the study, and asks participants to introduce themselves, including age, marital status, composition of household and information about their kids and also programmes that they have been attending and the length of their attendance for the purposes of the discussion.

#### 2. Their needs during daily life (5 minutes)

Participants begin to warm up to the topic, and describe their daily needs. This section will help us to see whether the project speaks to their needs and also help us see how their needs differs from each other or looks similar even if they are coming from different demographic backgrounds.

#### 3. Understanding their ways of access to the project

- a- How did you hear about this training in the first place?
- b- What did you think about this training when you hear its name?
- c- How did you decide to participate in this training?
- d- What were your expectations when you start this programmes?
- e- Any obstacles/barriers experienced while attending to the programmes

#### 4. Understanding the impact of “market skills training/market oriented vocational and technical/entrepreneurship” courses on participants

- a- Did this training create a change on your life overall and working life—both your attendance to working life and your perception on working life? If yes, what kind of changes are these?
- b- Do you say “if I didn't get this training, I wouldn't have this (i.e. skills improvement etc.)? Can you give such examples?
- c- Is this training powerful and helpful enough for a woman to be employed? (Facilitator probes according to the answers provided)

#### 5. Women Empowerment

During this phase, we will operationalize “Ladder of Power and Freedom” game, which is also implemented by World Bank studies.

What is ladder of power and freedom game?

Now, I will introduce the topic by asking participants to identify the characteristics of the most powerful and self-confident women of their community/in their life. Similarly, they will discuss qualities of the least powerful and least self-confident women of their community. With this information, they define the top and bottom step of a ladder, and I annotate the key traits for each rung on a large piece of paper in front of the focus group. Intermediate steps were then determined by the participants. After each person built their ladder, the discussion shift to how someone can climb up each step to the next, and to what factors may push someone down the ladder. Finally, participants will be requested to imagine where they locate themselves on the ladder two years ago (before attending into the programme) and where they locate themselves on the ladder now. The facilitator will assist them to recall two years ago by linking the baseline year to a major national event or major personal event to strengthen their memories.

A completed ladder, with steps, and distributions of power for two points in time will produce a rough roadmap of a community’s social structure for gender, and whether and how this structure is perceived to be changing with the program intervention. Then, the facilitator will question participants about decision-making processes within their house, related to children, related to the house, related to them.

- (i). Who takes decisions in your house, related to the family issues? Do you observe any changes in these dynamics recently? If so, why?
- (ii). Who takes decision in your house, the issues related to the children? Do you observe any changes in these dynamics recently? If so, why?
- (iii). Who takes decisions in your house, related to you? Do you observe any changes in these dynamics recently? If so, why?

#### 6. Sustainability

- a- As you know the project is now over. After participating this programme, would you consider taking action on applying for a job/working/ opening up your business? (probe) (integration into labour market-economic integration)
- b- Would you recommend this programme/trainings to other women in your social circle? (probe why, what was the best part of the programme etc.)
- c- If you are going to attend a programme like this in the future, what would you expect differently in terms of the trainer, duration of the courses, content, and instruction?
- d- Are you happy with the municipality’s partnership in this programme?
- e- Was this programme fulfilling your expectations?
- f- Have you shared the information you learnt here with your friends and family? If yes, what were their reactions? (willingness)
- g- What is your perspectives about host community members? Is there any change? In what forms?
- h- How do you think the sustainability of this programme can be achieved?

This concludes our discussion. Thank you for coming and sharing your opinions with us.

## Annex G. Document List

### General:

- 10th National Development Plan (2014-2018)
- 11th National Development Plan (2019-2023)
- Regional Refugee and Resilience Plans (3RPs) (2018, 2019)
- 2030 Agenda for Sustainable Development
- United Nations Development Cooperation Strategy Turkey (UNDCS) 2016- 2020

### ILO:

- ILO and UN Women Response to Syria Crisis policies
- Terms of Reference of the Final Evaluation
- ILO Project Proposal
- Project Progress Report of “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey” -26 April 2018-31 December 2019
- Midterm Evaluation of the Project Report
- ILO Programme of Support
- ILO Programme and Budget, 2020-21
- EUTF Results Frameworks
- Work Plan / Table of Activities
- Quarterly Information Notes (QINs)
- Project Description Document
- ToR of the Mid-Term Evaluation

## Annex H. Lessons Learned

ILO Lesson Learned 1	
<p><b>Evaluation Title:</b> Final Evaluation of the Project INT/17/03/UNW: “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey”</p> <p><b>Project TC/SYMBOL:</b> INT/17/03/UNW</p> <p><b>Name of Evaluator:</b> Gokce Baykal <span style="float: right;"><b>Date:</b> October 2020</span></p> <p>The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Even though strong implementing partner/s (ILO, UN Women and ASAM) having strong expertise in their fields ensure the successful implementation of the project and achievement of its objectives, defining and agreeing on roles and responsibilities between partners/stakeholders in the initial stages of the project is essential for enhancing the efficiency of the outcomes. The expectations and responsibilities of each stakeholder in the project needs to be laid out openly in this discussion, in order to make sure the next steps of the program can be implemented with ease and the learnings of this phase of the program can be used constructively in developing the partnership between organizations involved in the project.
<b>Context and any related preconditions</b>	UN Women, ILO and ASAM have established a concrete partnership for implementing the project in a complementary manner based on their unique expertise, which could offer as a good example for future projects.

<b>Targeted users / Beneficiaries</b>	The most vulnerable Syrian refugee women and the host community women specifically living in the province of Gaziantep in Turkey.
<b>Challenges /negative lessons - Causal factors</b>	Even though the overall management structure has been successful throughout the project and there is a clear division of labour existing between the partners, the lack of coordination between partners, lack of communication between partners especially during hectic times of the implementation has posed challenges and some managerial weaknesses in the field. This was mainly due to the non-existence of the UN Women’s team in the field in Gaziantep.
<b>Success / Positive Issues - Causal factors</b>	The outstanding expertise and experience of the implementing partners- UN Women, ILO and ASAM- fully ensure the achievement of project objectives and results. This strength is coupled with the involvement and contribution of the national and local partners. Furthermore, the management of the project has been successful and demonstrated a smooth cooperation already established during the former project, on which this project is building up.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Strong institutional and organizational structure of ILO ensures the efficiency and effectiveness of the project results. Furthermore, bi-weekly coordination meetings especially conducted between ILO and ASAM, as two agency who has field teams in Gaziantep so that they informed each other about daily problems of the center, and/or the requests done by beneficiaries, etc.

ILO Lesson Learned 2

Evaluation Title: Final Evaluation of the Project INT/17/03/UNW: “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey”

Project TC/SYMBOL: INT/17/03/UNW

Name of Evaluator: Gokce Baykal

Date: October 2020

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Revising the targeting of the training program will be important for enhancing effectiveness in coming interventions aiming facilitating women’ access into labor market designed by ILO. Early intervention and targeting of the program to younger women may create change in their perceptions and behaviour more easily than with older women who have established norms and behaviour in their daily lives. Targeting younger women with job prospects is also likely to enhance the project’s success in reaching its goals in terms of increasing the employability of women and improving their chances and opportunities in the labour market.
<b>Context and any related preconditions</b>	Throughout the project, the selection of beneficiaries was coordinated by ASAM and ILO. The disagreements between two partners about the selection criteria. ASAM prioritized the selection of women, who are vulnerable to poverty and abuse, whereas ILO wanted to target young, employable Syrian women and girls to achieve the objectives of the project. Even though there were tradeoffs between two partners, more vulnerable women were selected as beneficiaries of the project
<b>Targeted users / Beneficiaries</b>	The most vulnerable, including Syrian refugee women, and the host community women, specifically living in the province of Gaziantep in Turkey.
<b>Challenges /negative lessons - Causal factors</b>	Targeting younger women with job prospects was likely to enhance the project’s success in reaching its goals in terms of increasing the employability of women and improving their chances and opportunities in the labour market. Conducting this training program with younger and more employable generation of women will equip them with knowledge of their rights and provide them with more knowledge and exposure to ideas of gender equality, and eventually lead to an impact on their labour force participation and access to decent jobs. Otherwise, reaching women not looking for jobs takes away from the targeting efficiency of the program and reduced the impact of the program on women’s labour market transition.
<b>Success / Positive Issues - Causal factors</b>	The project aimed to serve to the needs of the vulnerable Syrian refugee beneficiaries given the fact that the project activities, outputs and outcomes have been identified prior to the start of this project to address the real needs of the direct beneficiaries, based on a comprehensive Needs Assessment of Syrian Women and Girls under Temporary Protection conducted in 2017 by UN Women in partnership with ASAM.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Since the selected beneficiaries were mostly vulnerable women in every term, ILO ensured the physical and psycho-social conditions to address the specific needs of the vulnerable women, both Syrian and host community women. ASAM, in cooperation with UN Women and ILO, offers a unique

	protected location and fulfils the pre-requisites for effective delivery of the outputs including outreach activities targeting vulnerable women, presenting “innovative and good practices”.
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## Annex I. Good Practices

<b>ILO Emerging Good Practice 1</b>	
<p><b>Project Title:</b> Final Evaluation of the Project INT/17/03/UNW “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey”</p> <p><b>Project TC/SYMBOL:</b> INT/17/03/UNW</p> <p><b>Name of Evaluator:</b> Gokce Baykal <span style="float: right;"><b>Date:</b> October 2020</span></p> <p><i>The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</i></p>	
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The project uses the international, national and local expertise and experience by bringing together the stakeholders, UN Women as a leading agency and ASAM to join their forces in enhancing women empowerment and resilience of refugees and ILO, as an implementing agency. Throughout ILO’s engagement it has been possible to include all these local organizations as partners into the project activities, such as Gaziantep local directorate of ISKUR, GESOB. For more than 20 years, ASAM has been dedicated to creating solutions to the problems that refugees and asylum seekers encounter in Turkey, to help them to fulfil their primary needs and to support them to provide access for fundamental rights and services. ASAM, with its remarkable capacity in multi-service community centres, ensures expertise for service delivery and provides a solid referral mechanism for cases needing extensive psychosocial support and legal assistance. Similarly, UN Women has been active in Turkey only since 2012. Since then, UN Women have rapidly gained attention and presence, both in relations with the Turkish government and in field activities. This is also reflected in the rising number of employees who are increasingly being deployed for project activities.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>Partnership of expertise and relevant organizations in addressing the high number of Syrian refugees reflected in the rising number of employees who are increasingly being deployed for project activities.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>These conditions ensure the efficient implementation of the project activities and delivery of the outputs, therefore ensuring the efficiency and effectiveness of the project.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>This holistic approach made it possible the achievements of the project for socio-economic women empowerment, resilience building among refugee population and social cohesion between refugee women and host community women.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Other UN Agencies, various Ministries while implementing projects targeting the refugee population in Turkey, INGOs and local NGOs targeting the Syrian vulnerable groups, particularly Syrian women refugees.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or</b></p>	<p>United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020), specifically with reference to the Priority 3 for Gender Equality and Women’s Empowerment;</p>

ILO’s Strategic Programme Framework)	The Regional 3RP and the Chapter on Turkey as well as the corresponding ILO Response to the Syrian Refugee Crisis for 2017-2021.
Other documents or relevant comments	The project has been specifically contributing to the promotion of the International Labour Standards (ILS) and the decent work principles of ILO through the seminars regularly organized on six topics with the participation of representatives from specialized institutions and organizations,

### ILO Emerging Good Practice 2

Project Title: Final Evaluation of the Project INT/17/03/UNW “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey”

Project TC/SYMBOL: INT/17/03/UNW

Name of Evaluator: Gokce Baykal

Date: October 2020

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The creation of <b>SADA Women and Development Center</b> with a holistic approach for women’s empowerment, integrating diverse services and approaches of socio-economic empowerment, protection, and social cohesion is demonstrated the innovative approach that the project had taken. The efficient implementation of the project activities has been conducted in this center and the effectiveness has been ensured through several actions taken by stakeholders, UN Women and ASAM and implementing partner, ILO such as: <ul style="list-style-type: none"> <li>• Having a separate space for women’s training and activities – a practice that supported women to feel at ease to learn and engage.</li> <li>• Offering the childcare services to the children of the attendees;</li> <li>• Providing transportation allowance to attending women, participants allow women to participate into trainings:</li> <li>• Offering courses in women only center targeting women and girls only is one of the main factors contributing to the attendance of the refugee and host community women to the courses while helping to overcome permission from husbands’, fathers’ barrier</li> </ul>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Vulnerable women, both refugees and host community, lacking resources to take care of their family members but at the same time eager to make a contribution to household income--attend courses to increase their skills so that they can access to the labor market and therefore, economically and socially empowered.
Establish a clear cause-effect relationship	These conditions ensure timely and smooth implementation of the activities.
Indicate measurable impact and targeted beneficiaries	High attendance of the Syrian refugee women and host community women and their high satisfaction from the activities they participate.
Potential for replication and by whom	Other UN agencies, municipalities, and NGOs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020), specifically with reference to the Priority 3 for Gender Equality and Women’s Empowerment; The Regional 3RP and the Chapter on Turkey as well as the corresponding ILO Response to the Syrian Refugee Crisis for 2017-2021.

Other documents or relevant comments	
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### ILO Emerging Good Practice 3

Project Title: Final Evaluation of the Project INT/17/03/UNW “Strengthening the Resilience of Syrian Women and Girls and Host Communities in Turkey”

Project TC/SYMBOL: INT/17/03/UNW

Name of Evaluator: Gokce Baykal

Date: October 2020

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The most innovative aspect of the project is to <b>establish SADA Women Cooperative</b> to guarantee the sustainability of the achievements of the project by ensuring Syrian women and host community women’ labour force participation via founding Women Cooperative. <b>SADA Cooperative</b> marks a first of its kind in Turkey among the cooperatives as it brings most vulnerable Afghan, Syrian and Turkish women, including single mothers and female headed households.</p> <p><b>**The Cooperative was selected as one of the top 10 scale-up projects by the Paris Peace Forum – a multilateral platform for global governance projects under the auspices of the Government of France – in November 2019 out of 1,600 projects.</b></p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>ILO made a significant contribution to the establishment of women cooperative with its international, national and local experience and know-how. Based on its previous experiences, ILO utilized its already accumulated experience and knowledge about legislative, institutional, financial and practical features of cooperatives.</p> <p>Representing a model of creating products that reflect real-life stories with local motifs, generating and sharing income, the Cooperative is an example of a social cooperative with potential for replicability and scaling up for income-generation for vulnerable people, especially in a humanitarian/refugee context.</p>
Establish a clear cause-effect relationship	<p>These conditions improve effectiveness of the project ensuring to achieve its sustainability of the achievements of the project by ensuring Syrian women and host community women’ labour force participation via founding Women Cooperative.</p>
Indicate measurable impact and targeted beneficiaries	<p>The Syrian refugee women and host community women have been empowered, both economically and socially. Besides the empowerment issue, they realized and improved their employability via attending the cooperative as members.</p>
Potential for replication and by whom	<p>By ILO conducting other projects, other UN agencies, donors, development agencies and local municipalities</p>

<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<p>United Nations Development and Cooperation Strategy (UNDCS) for Turkey (2016-2020) , specifically with reference to the Priority 3 for Gender Equality and Women’s Empowerment;                  The Regional 3RP and the Chapter on Turkey as well as the corresponding ILO Response to the Syrian Refugee Crisis for 2017-2021.</p>
<p><b>Other documents or relevant comments</b></p>	