

FACTORS LIMITING THE EFFECTIVENESS OF EU GRANT PROJECTS:  
A CASE STUDY OF THE ISEDP PROJECTS IN ANKARA

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Approval of the Graduate School of Social Sciences

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## **ABSTRACT**

### **FACTORS LIMITING THE EFFECTIVENESS OF EU GRANT PROJECTS: A CASE STUDY OF THE ISEDP PROJECTS IN ANKARA**

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The purpose of this thesis is to examine the effectiveness of EU funded ISEDP (Improving Social Integration and Employability of Disadvantaged Persons) grant scheme programs based in Ankara. Another subject of this work is also to examine the effectiveness of ISEDP grant schemes on the related policies' improvement. Additionally, this thesis aims to understand what the fundamental reasons behind each projects' outcome deviations are. Within the frame of development theory, the thesis analyzes the mentality behind worldwide external aids and EU Financial Assistance applications and interprets the results acquired due to these financial assistances. The effectiveness of these applied projects is measured with regard to the indicator of employability. The deficiencies stemming from projects implementations are held within the scope of field study findings and due to these detections, some implementation and policy recommendations are suggested in order to implement more effective projects. Via this thesis, it has been seen that EU funded grant project applications are sufficiently successful and under the light of field realities, the fundamental problems, which are supposed to be sorted out, are touched on by suggesting logical solution offers.

**Keywords:** Project management, Sustainability, Consultancy, Active Labor Market Policy, Employability



## ÖZ

### AB HİBE PROJELERİNİN ETKİLİLİĞİNİ SINIRLAYAN FAKTÖRLER: ISEDP PROJELERİ ANKARA İLİ ÖRNEK ÇALIŞMASI

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Bu tezin amacı AB destekli DESİP (Dezavantajlı Kişilerin Sosyal Entegrasyonu ile İstihdam Edilebilirliklerinin Desteklenmesi) hibe programının Ankara’da uygulanmış projeler özelinde etkililiğinin incelenmesidir. DESİP hibe programının aktif işgücü ve kalkınma politikalarının gelişimine etkileri de inceleme konusudur. Bu tez çalışması, kalkınma teorisi çerçevesinde, dış yardımlar ve AB finansal desteklerinin arkasındaki mantığı incelemekte ve bu finansal destekler aracılığı ile elde edilen sonuçları yorumlamaktadır. İstihdam göstergesi bağlamında uygulanmış olan projelerin etkinlikleri ölçülmektedir. Proje uygulamalarında ortaya çıkan genel eksiklikler saha bulguları kullanılarak saptanmış, daha efektif uygulamalar için çözüm ve politika önerileri sunulmuştur. Bu çalışmada, AB destekli hibe proje uygulamalarının istenilen düzeyde başarılı sonuçlanmadığı görülmüş ve saha gerçekleri ışığında çözülmesi gereken temel hususlar bir çözüm önerisi mantığı içerisinde sunulmuştur.

**Anahtar Kelimeler:** Proje Yönetimi, Sürdürülebilirlik, Danışmanlık, Aktif İş Gücü Piyasası, İstihdam





To My Family

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## TABLE OF CONTENTS

PLAGIARISM.....	iii
ABSTRACT.....	iv
ÖZ.....	vi
DEDICATION.....	vii
ACKNOWLEDGMENTS.....	viii
TABLE OF CONTENTS.....	ix
LIST OF TABLES.....	xi
LIST OF FIGURES.....	xii
LIST OF ABBREVIATIONS.....	xiii
CHAPTER	
1. INTRODUCTION.....	1
2. THEORITICAL FRAMEWORK.....	5
2.1 Development Perspective.....	5
2.2 Catch-Up Development Theory and Golden Age.....	8
2.3 Neoliberal Theory.....	17
2.4 Alternative Theory and Human Development Approach.....	23
2.5 Active Labor Market Policy.....	32
2.6 External Aids.....	42
2.7 European Union Financial Assistance Programs.....	52
2.8 Improving Social Integration and Employability of Disadvantaged Persons (ISEDP) Grant Program.....	59
3. METHODOLOGY.....	65
3.1 Choosing the Thesis Topic.....	66
3.2 Study Design.....	67
3.3 Data Collection Phase.....	74
3.4 Data Analysis Phase.....	76

3.5	The Risk Mitigation of Field Study.....	78
4.	DISCUSSION ON FINDINGS .....	80
4.1.	Project Preparatory Process .....	85
4.1.1.	Knowledge Based Category.....	86
4.1.2.	Actor Based Category .....	91
4.1.3.	Knowledge Based Category.....	98
4.1.4.	Actor Based Category .....	100
4.2.	Project Implementations .....	108
4.2.1.	Knowledge Based Category.....	109
4.2.2.	Actor Based Category .....	111
4.2.3.	Knowledge Based Category.....	118
4.2.4.	Actor Based Category .....	121
4.3.	Project Outcomes and Effectiveness.....	123
4.3.1.	Actor Based Category .....	124
4.3.2.	Knowledge Based Category.....	126
4.3.3.	Actor Based Category .....	127
4.3.4.	Knowledge Based Category.....	133
4.3.5.	Actor Based Category .....	137
4.4.	Project Sustainability .....	142
4.4.1.	Actor Based Category .....	143
4.4.2.	Knowledge Based Category.....	148
4.4.3.	Actor Based Category .....	151
5.	CONCLUSIONS .....	159
	REFERENCES.....	169
	APPENDICES	
A.	IN-DEPTH INTERVIEW AND FOCUS GROUP QUESTIONS.....	181
B.	METU ETHICAL COMMITTEE APPROVAL PAGE .....	183
C.	TURKISH SUMMARY/TÜRKÇE ÖZET.....	184
D.	TEZ İZİN FORMU/THESIS PERMISSION FORM.....	200

## LIST OF TABLES

Table 1 The Selected Projects List.....	71
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## LIST OF FIGURES

Figure 1 Data Analysis Coding Approach and Categories .....	77
Figure 2 Typical structure of a Logframe Matrix .....	81
Figure 3 The Project Cycle Management Phases .....	83
Figure 4 The PCM, main documents and responsibilities .....	84



## LIST OF ABBREVIATIONS

CFCU	Central Finance and Contract Units
CSO	Civil Society Organization
DAC	Development Assistance Committee
ERP	European Recovery Program
EU	European Union
GDP	Gross Domestic Product
GNP	Gross National Product
HDI	Human Development Index
HDR	Human Development Report
HRD OS	The Human Resources Development Operating Structure
ILO	International Labor Organization
IMF	International Monetary Fund
IPA	Instrument for Pre-Accession Assistance
ISEDIP	Improving Social Integration and Employability of Disadvantaged Persons
İŞKUR	Turkish Employment Agency
LF	Logical Framework
ME	Monitoring Expert
MIS	Monitoring Implementation System
MoE	Ministry of Education
MYK	Mesleki Yeterlilik Kurumu (Vocational Qualification Authority)

NGO	Non-Governmental Organization
NIP	National Indicative Program
OECD	The Organization for Economic Co-operation and Development
OIS	Operation Identification Sheet
PCM	Project Cycle Management
PRAG	Procedures and Practical Guide
SGK	Sosyal Güvenlik Kurumu (Social Security Institution)
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
US	United States
USAID	United States Agency for International Development
WWI	The First World War
WWII	The Second World War



## **CHAPTER 1**

### **INTRODUCTION**

Since the “Accession negotiation” agreement (Republic of Turkey Ministry of Foreign Affairs, 2011) was signed between Turkey and the European Union (EU) Commission, financial cooperation between these two parties has accelerated. Different types of institutes, ranging from non-governmental Organizations (NGOs) to public institutes, have since been implementing grant projects in terms of the related program’s priorities. This period has always been under discussion within the frame of the expected outcomes of its projects. The commitments between fund beneficiaries and contract authorities frame the general perspective of the relevant projects. According to EU project submission methodology, there are some set rules based on the Project Cycle Management (PCM) approach that need to be applied by all beneficiaries during the preparation of their application process. The PCM system is a technical approach which concerns all phases (ranging from project subject identification to closure) of a project. Despite all preparedness resting on this system, it is widely known that some projects cannot be concluded with their commitments that bind all of the projects’ beneficiaries in order to protect the transparency and accountability of EU External aid (European Commission, 2018). These volatile and unwanted conclusions result in new questioning. Simply, it can be said that the grant projects, just as other external development aid projects, are carried out in favor of both improving the fund recipient countries’ capacities and developing these countries’ integration with donor countries. This interconnection is suggestive of which reasons trigger this cooperation and why these donor countries do this. By means of these questions, in Chapter II, this study intends to build a general approach on development context which will bring us to understand the general idea of external aid processes and, ultimately, will ensure us to

be able to integrate this work with the related grant projects' conclusions and their success rates. Due to this flow, I will review the evolution of external aid understanding within the context of development theory. Many different points can be evaluated under this subject. The questions like how external aid shapes the recipient countries' internal dynamics, why this aid is used, and what kinds of expectations are aimed to reach and so on vary. I will concisely touch on these points under this chapter and will hold the evolution of development policies in terms of market-based globalization. In the light of this approach, the main point of this study will be the fundamental reasons behind unwanted outcomes of the implemented projects. In this context, I will particularly engage with the projects carried out under "Improving Social Integration and Employability of Disadvantaged Persons (ISEDPA)" grant programmes. This work will consider projects implemented in Ankara. Since the related grant program is aimed at improving two different priorities which are social inclusion and employability, I will particularly focus on the employability priority.

In Chapter III, the methodological approaches regarding the analysis of the findings will be elaborated and this section will contain six different subheadings from which the design of this study, field practices, and the risk mitigation interventions will be explicated.

The basic problems that occur during project implementation are revealed through the project implementation capacity of the grant beneficiaries. Because of their capacity deficiency, many grant beneficiaries (mostly NGOs) are not involved in the project preparation process, instead, they delegate this process to a consulting firm. This allows the implementation of a tailor-made project contents based on the related grant scheme's call for proposal. It means that the grant beneficiary, who is awarded a project contract with a funder institute, must implement what is written and committed by the consulting firm. In the end, grant beneficiaries usually find themselves alone in the period of implementation and face many challenges to satisfy all compulsories committed via their contract dossiers because of disappearance of project firms. According to EU Commission financial agreements, during the implementation of a

project, grant beneficiaries are obliged to apply the rules stipulated in the related programs' implementation manuals. The fund recipient body should apply an internal control system, use the Monitoring Implementation System (MIS) to input all project progresses, arrange amendments called minor/major modifications based on the current needs or variables if it is necessary, draw on procurement rules stipulated by the EU Practical Guide (PRAG) (European Commission a, 2016), prepare interim and final technical and financial reports and so on (IKG PRO (a), 2018). Even these liabilities themselves put a large burden on the shoulders of grant beneficiaries. To fulfil these liabilities requires an institutional capacity. To resolve this problem, the contract authorities arrange some condensed courses for the representatives of grant beneficiaries. However, these trainings are usually not sufficient to understand the framework of the required rules. In addition to this, grant beneficiaries usually tend to hire a project team from outside of their institute under the guidance of consulting firms. This tendency prevents them from developing their institutional capacity, because these employed and trained teams leave and seek another job opportunity at the end of the project implementation period. This indicates another problem related to sustainability, because the project team also takes all organizational memory of the project related to outputs and outcomes together with themselves. When all these deficiencies are put together, the conclusions which are obtained with the project closure directly affect the targeted outcomes. Like a chain, all these deficiencies respectively affect the subsequent steps in a domino fashion, and ultimately most projects conclude with undesirable deviation from the targeted outcomes. In Chapter IV, I will discuss all these claimed conclusions will be analyzed based on the statements of field study participants.

The questions such as how these deviations occur and what the fundamental reasons are behind these undesirables are the main question of this study. This study intends to examine these causes by focusing on the related projects' obtained outcomes. Focusing on the outcomes will bring us to the initial deficiencies, and meanwhile, we will have the opportunity to understand the internal control system of the projects.

After ensuring the related findings, I will focus on evaluating the contributions coming from analyzed projects concerning employability, which is one of the priorities of the ISEDP grant program.

And finally, in Chapter V, I will hold the effectiveness of ISEDP projects applied in Ankara and will take a general picture of detected deficiencies acquired in the field study. I will conclude this chapter by giving some recommendations about overcoming the detected deficiencies. This study holds the effectiveness of ISEDP Grant Scheme funded jointly by the EU and Turkish Republic by starting to analyze the historical evolution of development approaches and their impact on the labor policy and employment. This study, on the one hand, analyzes the impacts of global scale market-based policies over the employability and project management approaches, on the other hand, it depicts the acquired results of these applications from field research and interprets the field data in terms of the relevant policies' goals while measuring their achievement indicators.

## **CHAPTER 2**

### **THEORETICAL FRAMEWORK**

#### **2.1 Development Perspective**

After the Helsinki European Council meeting in 1999, Turkey was accepted as a candidate country, and afterwards the European Council agreed in 2004 that Turkey fulfilled the Copenhagen criteria which were prerequisite conditions for launching negotiation procedures with Turkey. All accession processes and other economic aid agreements conducted in participation with Turkey and the EU were aimed at development of the candidate country. During the accession process, the EU provides aid for integration of Turkey with the EU in terms of EU's priorities which mainly include common policies such as social policies, development and rural policies (Republic of Turkey Ministry of EU Affairs, 2016). This mutual relationship binds the two sides to fulfill their assignments resting on the agreements. One of these priorities' content is development. The related agreements have some requirements which require taking into account all manuals and files and their contexts which are attached to the agreements. The details given in these documents steer our attention to the EU acquis. This acquis incorporates 35 different chapters, and all of them ultimately constitute the general frame of the EU development approach. This simple equation shows us that the development processes proceed within the frame of EU development approach. At this point, the general frame of development content needs to be explained and its evolution should be put on the table. This general explanation will end up with the EU development approach and its detailed analysis will frame my theoretical approach.

Development with its conceptual evolution has been historically changing in line with global variations and political approaches. This content has been explicated in different approaches. Among them, this study focuses on the one which also enables understanding of the relationships between countries of different levels (ranging from third world to developing to developed countries) in terms of development content. The Petit Robert Dictionary underlines the meaning of development within the frame of growth, progress, extension, expansion parameters (Rist, 2002). According to this dictionary, development is “a developing country or region, whose economy has not yet reached the level of North America, Western Europe, etc.”

In addition to this, the Report of the South Commission established under the leadership of former Tanzanian President Julius Nyerere defines the meaning of development as;

a process which enables human beings to realize their potential, build self-confidence, and lead lives of dignity and fulfilment. It is a process which frees people from the fear of want and exploitation. It is a movement away from political, economic, or social oppression (The South Commission, 1990).

On the other hand, Holden states that “development strategy is clearly a political venture that involves altering the socio-economic and political power structure of a country” (Holden, 2009).

These different explanations by themselves indeed identify the meaning of the concept by considering the point that they move from. It can be easily said that development has many dimensions based on countries’ experiences and the relevant sides’ expectations. Development is a changeable concept where some people think that its meaning is directly related to material prosperity like having good life quality based on material possessions, while others consider it as a way of liberation from oppression. In addition, some associate this concept with colonialism, and contrary to this approach some argue that development is a holistic project of personal and social progress (Shahani &

Deneulin, 2009). While the Report of South Commission defines development as movement away from political oppression, on the other hand, it is framed as a strategy of political venture for triggering alterations by Holden. These two different approaches and definitions by themselves prove the controversy over the meaning of the concept. However, wherever we look from, all definitions related to this concept steer us to an alteration. Development as a concept underlines the change. At this point, we should ask crucial questions like what kind of change it serves or who defines the general perspective of these alterations etc.

The concept of development has always been held in terms of national development and, states with their designated institutes have been involved as the main agencies. According to general viewpoints, the development concept emerged to establish a catch-up process between East and West countries. However, Payne and Phillips (2010) hold the concept of development with regard to its historical evolution and analyze this evolution under six different theoretical approaches: Classical theories, Catch-up theories, Golden Age Theories, Neoliberal Theories, Alternative Theories and Contemporary Theoretical Directions. They assert that, contrary to general viewpoints, the development concept initially was shaped in the classical theories of the eighteenth century and then became influential in the nineteenth century. During these times, the evolution of political economy approaches resulted in shaping fundamental development structures. Besides that, the development concept induced the establishment of the underdevelopment concept as well. These two concepts are literal opposites of each other. However, Rist (2010) claims that they are not; he says that we should consider the meaning of underdevelopment as an “incomplete form” or an “embryonic form” of development.

Undoubtedly, the studies related to labor and market contributed to the meaning and content of development in time. At this point, Adam Smith and Karl Marx

took a crucial role in shaping of different development theories. Their different tendencies and commentaries over the labor and market concepts varied the term of development and its descriptions. While Adam Smith claimed that the market was the most crucial and efficient context for improving wealth and growth if the states were only engaged in the regulation of property rights and enforcing contracts, Karl Marx grounded his approach with regard to the relationship between production and political power in which he claimed that the mode of production would eventually determine political power and finally would regulate the wealth system in favor of the wealthy (Quora, 2018). It would not be wrong to say that these two different approaches have always been the basic influential sources for all different theories which have challenged to each other until the contemporary interpretation of the development concept. The discourses and discussions phase underpinned the different types of development theories and it would not be wrong to say that this term paved the way for the emergence of the concept of development and its various theories. For understanding the general frame of these various theories and in order to extend my theoretical framework, I would like to briefly touch on each prominent theory. However, it is important to keep in mind that the development concept can be understood easily if it is considered in a comprehensive way and examined under three features; the historical concept of development, its ideological dimension, and development agencies (Payne & Phillips, 2010).

## **2.2 Catch-Up Development Theory and Golden Age**

This theory can be defined as a “convergence theory” which aims to ensure catching up with West countries (The Economic Times, 2018). According to this theory, poor countries or nations should catch up to the level of richer



countries. Payne and Phillips describe this theory as the achievement of modernity for developing countries to reach developed countries' level in perspective of "economy, politics and cultural" (Payne & Phillips, 2010:177). They also state that the catch-up theory of development is an incarnation of classical theories. Thanks to the catch-up theory, discourses and discussions during the nineteenth century became shaped in the flesh and became more visible especially after 1945. During the twentieth century, the relationship between third world and northern countries (such as Britain, France, The USA, Germany, the Netherlands, Belgium, Sweden and Japan) was mostly associated with using the third world countries' raw materials and processing them in northern countries. The resulting products were directed to neighboring countries who became the main market of these northern countries. In order to avoid intervention from northern countries, countries such as Turkey and some Latin American countries applied an inward-oriented import substitution industrialization model to reduce their dependency on rich northern or western countries. However, there was still a relationship related to technological transfers between the two sides and ultimately it gave an opportunity to northern countries to apply their capital management in these countries via this trade (Şişman, 2007).

The status of relationships and methodological constructs between poor and rich countries are inevitably conceived and pioneered in developed countries. This integration phase has also become the trigger for globalism in favor of predominant countries. However, we see the real effectiveness of globalization especially during neoliberalism movements, which I will discuss in the succeeding pages. Catch-up theory with itself brought the agency approach. Within the frame of this approach, some international agencies such as the UN and the World Bank and national institutes took an imperative role in regulating the system in favor of western countries. To transmit the conceived development concept to the countries in which developed countries intervened

in order for them to reach their same level, the play makers set up different types of dissemination methodologies from which the development concept was deemed as a new investment area. Payne and Phillips (2010) define this new approach as a business investment for those who were new advisers, experts and policy entrepreneurs. These new actors engaged in the development process to design the system in third world countries in keeping with the western countries' standards. The USA especially encouraged social scientists to focus on these third world countries in order to build new ideas to establish a capitalist system and eventually converge these countries with western countries in favor of global capital (Çarıkçı, 2016). This tendency aimed both to remove the third world countries from the influence of communism and to establish a new market and consumers for the benefit of western economies. So (1990) states that operating this kind of methodological approach aimed to “sustain the hegemonic relation between west and third world” through new agencies such as development institutions, development experts, technical and monetary aid etc. (cited in Çarıkçı 2016, p.12). It was like killing two birds with one stone. The capitalist countries gained an edge over their communist rivals by using these agencies and transferring their economic system with regard to obtaining a deep interdependence between their countries and those countries in which they intervened.

In order to understand this period, in the light of classical discourses over economic politics and new version of west and third world integration, I should first look at the post-first world war period. This war concluded with the adoption of the Covenant of the League of Nations, which was the first prominent international institute. The articles under this convention were designed in favor of the victorious countries' expectations. Articles 22 and 23 directly pointed out the mandate system and the level of intervention towards to countries which needed to be redesigned by these successful countries (Lillian Goldman Law Library, 2008). One striking sentence from article 22 is;

To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilization and that securities for the performance of this trust should be embodied in this Covenant.

On the other hand, under article 23, it is clearly stated that these interventions will be maintained until the convergence of losing countries with the winning countries in terms of extending their industrial and commercial relationships.

Item (a) under article 23 clearly points this intention out as;

...will endeavor to secure and maintain fair and humane conditions of labor for men, women, and children, both in their own countries and in all countries to which their commercial and industrial relations extend, and for that purpose will establish and maintain the necessary international organizations.

These articles by themselves prove the intentions which show a general perspective about intervention of rich countries (or developed countries) to the poorer countries. It is the first time the concept of development was prominently and officially voiced and articulated in an international convention. According to article 22, life difficulties are associated with being separate from the modern world and it is claimed that the only prescription to get rid of these difficulties is to apply methodologies from experienced civilized countries. This assertion by itself shows that the different levels of the world are described based on the concepts of modern and unmodern, and this general frame of modernism is articulated in terms of the experiences of countries who won WW1. These experiences are imposed on countries which are so-called 'in need' as a way of emancipation from the deprivation that they are in. The methodological approach of this movement is articulated under article 23 as the extension of commercial relationships between league member countries under the light of international organizations' necessities. This related description is a clear reflection of the intention which undoubtedly

targets the global scale of extension. Rist (2002) indicates that the “power belongs to those who are the master of words”. He also adds that the development concept was used as a “phenomenon” which was in keeping with “western traditions”.

Acemoglu and Robinson (2013) argued that the disparity between poor and rich countries depended on their economic system from which the inclusive version of economic system tendencies has always obtained to the countries to extend their boundaries via political transformation from which different actors are allowed and promoted to participate the decision-making mechanism. On the contrary, the version of extractive has always tended to restrict the potential entrepreneurs by avoiding them to fulfill their projects and has designed the governmental system in favor of some privileged classes. Under the guidance of this description, I can summarize that the tendency of modern countries since the eighteenth century has always been transforming their structural governmental system towards globalization and they have used the economic relationship as a tool for accessing this goal. At this point, it would not be wrong to say that the context of development is initially embodied via economic growth. The understanding that whatever happened in Europe would have happened on the other side of the world led the development implementation system and the way which is conceived for accessing to a decent life was built on this concept (Rist, 2002). In that case, reaching this standard required reducing the state’s role and also required setting up new arrangements in which the initiative about growth needed to be conditioned by the market dynamics. During the term of classical economic discourses, the intervention of the state was taken considered and the growth approach used to evaluate with regard to economic and market power (Şişman, 2007).

After World War II, the type of intervention from western countries towards the third world and the way of implementing commercial and industrial relationships between these two sides became more visible. This period is

generally known as rebuilding and reshaping the European countries. During this period two main actors, the U.S and Soviet Union, prevailed and took a crucial role in redesigning the war zone countries as well as other third world countries. Because of having superior power in terms of technology, military and economics, these two sides competed with each other to spread influence among the countries which were suffering from the results of the war. This was a distinct competition between communism and capitalism represented by these two countries. The fundamental approach of the U.S evolved in terms of supporting European countries, especially Germany, in order to obtain an independent political freedom for them to remove them from the communism influence and therefore to pull these countries nearer to the U.S.'s ideological world. At this stage, undoubtedly, the Marshall Plan is an outstanding juncture. Due to this plan, which was launched on 5 June 1947, the frame of reconstructing the European countries was drawn. The main goal was to set up a road map in order to help the European economy within the scope of America's protection (Rist, 2002). Even though this protection was promoted as if it were directly in favor of European countries, there have always been different commentaries about this intention applied by the U.S. According to Hobsbawm (2013), this intervention, which is held under the guise of protection, aimed to pave the road in favor of international trade and free market (cited in Ozer, 2014). This determination has been confirmed in time after seeing the influence of globalization and free trade and market which were adopted in most countries. Suvla (1949) describes the European countries' condition after WWII as a collapse and states that these countries were suffering because of current deficient and, during the war, they mostly met their needs via importing products. For this reason, the gap related to current deficient between import and export widened and these countries could not satisfy their exports because of a lack of income sources. It was directly a reflection of downfall and these 'old world countries' needed to be supported to be able to stand on their own. There were two reasonable ways to heal this

wound: they could reduce either the rate of exports (which was impossible to do quickly) or they could increase the economic and political integration with each other by trading within the continent (Suvla, 1949). The Marshal Plan and other assistance aids should be taken into consideration together to understand the general perspective of the U.S influence in line with its economic and global scale policy. Together with Germany totally sixteen countries benefited from Marshal aid (The George C. Marshall Foundation, 2018). In the meantime, the economic structures of these recipient countries has undoubtedly been conditioned in terms of this aid requirements. It is known that this period evolved into European integration in time which will be stipulated in the succeeding chapters.

In parallel to this, President Truman's Four Point Approach, stated in his inaugural address, came into play. The Truman's Four Point was offering "material resources" to third world countries in Latin America, Asia, the Middle East and Africa. The Four Point approach resulted in sending technical and monetary assistance, and expertise to the mentioned third world countries with the participation of voluntary contributions of other developed countries (Rist, 2002). Truman believed that this type of integration would ensure the expansion of the global economic market and would result in increasing the life standard of devastated countries' citizens (History, 2018). When we consider this global scale of technical aids and the Marshal Plan, it is easily seen that the main intention of capitalism was the expansion of its influences over the world. The Catch-up development approach was framed under the guidance of experienced expertise. Industrialized and developed countries, notably the U.S., carried their global scale policies by sending experts and agencies to third world countries, which ultimately accelerated the logic of their integration approach worldwide. At the end of this term, through the Marshall Plan and other technical and monetary aids, capitalist market approaches in Europe were regulated.

After the Second World War, the effectiveness of the development concept spread rapidly, especially through European countries, and then reached third world countries. Spreading the scale of industrialism in parallel with increasing life quality triggered the industrial cities' population and therefore growth was seen at an incredible speed. The mutual trade between countries, each of which constituted one link of the global economic movement, triggered the expansion of production and consumption. These profitable years are usually called the Golden Age. Payne and Phillips (2010) gives important credit to John Maynard Keynes as the father of this period. Keynes was giving a certain role to the states especially during chaotic time. According to his economic theory, states should condition their position in order to meet deficit spending and also should take a position to adjust the interest rates in order to protect economic activities (Payne & Phillips, 2010). After the Great Depression in the 1930s, the world faced the biggest economic crisis because of overproduction. Keynes offered a formula which was the prescription of the crises and required the intervention of the state to reduce unemployment and raise wage rates. By means of this intervention, he asserted that life quality and consumption capability of consumers would increase, and they would engage in regulation of capitalism via purchasing goods (Hickel, 2012). His ideas were mostly accepted by many states and the new growth approach within his economic theory framework constituted the new version of development theory. Development at this period undoubtedly was primarily the meaning of internal or national development. The type of growth was flowing from the national scale to the global world. This type of current inevitably targeted national interests first. Payne and Phillips, (2010) defines this point as an imperative distinction between growth theory and neoliberal theory.

Doğan (2011) states the theory of development is not only related to economic factors, it also includes and is associated to many different factors such as politics, sociology, and culture. These factors were taken into consideration in

different forms within the scope of related countries' historical accumulations and characters. During the golden age period, other social rights were also voiced, and states took a responsibility for education, health, work, organization rights and due to these advances, the concept of "Welfare State" was put into use (Doğan, 2011). For labor forces, voicing their own demands regarding their work conditions became more visible and they took the opportunity to become a part of decision-making processes together with politicians and market owners. Through their unions and powers, the labourers would dictate their demands and could change government decisions which were against their interests. States began to rearrange their economic structures in order to meet their organized citizens needs and hence the countries expenses were mostly directed to the fundamental needs of the public. The new development approach during the golden age period mostly aimed to increase their citizens life quality and international trade incomes would be spent for this goal in western countries. Using the states' income for their citizens resulted in increasing general social rights and states became a fundamental regulator between market owners and labourers. As a main protector of labour rights, states, meanwhile, would keep intervening in the markets in favor of the work force and there were lots of responsibility on the shoulders of capital owners for caring about their work force and their social rights. The Golden Age, or growth development period, undoubtedly benefited middle- and low-class citizens and they were able to receive their basic needs and social security rights under protection of governments. One of the striking outcomes of this period was to obtain free health care and to protect the salary level of the work force. This type of intervention towards markets induced the decrease of capital owners' profits and increase of production costs. Under the umbrella of Keynesian economic variation, the most important allies of the unions targeted to access full employment and due to this achievement, they aimed to expand the effectiveness of welfare state approaches across the world (Oláh, 2018). This caused the increasing of labour power and they, as the main representative



of work force, engaged in the decision-making process and showed their influence during making new laws.

This period lasted until the mid 1970s and was criticized by new right politicians because of deficit spending and other reasons. They claimed that the intervention of the states created many problems against domestic and international trade capability and this process directly effected growth and ultimately caused some obstacles to compete with other rivals across the world.

### **2.3 Neoliberal Theory**

Neoliberal theory become more visible right after the golden age development period. While the growth development approach was focusing on development from the national dimension to the global scale, this new theory was directly interested in a global scale of integration and, accordingly, competitiveness in the global scale should be considered more than national development. This distinction was the main focus of mainstream development approaches and the neoliberal counter revolution. This new development opinion required the general integration of the world and counted the world as a single market. The states' interventions against markets would cause the increasing of politician powers and these movements promoted entrepreneurs to strengthen their relationships with government actors to ensure an advantage for their interest and this collaboration, ultimately, would constitute a dependent connection between policy makers and economic actors (Payne & Phillips, 2010). For neoliberal advocators, this equation was one of the reasons of economic shrinkage and in order to avoid this conclusion, they had to emancipate markets under the state's influence. The meaning of neoliberalism was framed as "freedom and liberty" by conservative and new right movement representatives

(Auerbach, 2007). This, undoubtedly, required spreading the liberal society opinion world-wide and, as a necessity of a coherent approach, this liberal society movement should have been backed up and strengthened by the global financial environments' help. For this goal, structural adjustment programs were put into use through global scale agencies and institutes which were already conditioned within the scope of this new movement.

Payne and Phillips, (2010) define this new era as a departure from Adam Smith and other classical liberal advocators' ideologies and their approaches shaped in flesh and bones via this new alteration. New right movement advocators asserted that the imperative way of obtaining human welfare is directly related to obtaining free market economy and private property rights. They also argued that the main step for reaching these standards was requiring to pave the way for the new individual entrepreneurship and skills improvement (Çelik Z. , 2012). This approach reallocated the responsibilities between different actors (states, markets, work forces etc.) and especially redefined the role of the states as protectors of private property instead of providing social responsibilities to the citizens as market regulators. States were withdrawn from public social provision areas and all these responsibilities were put on the shoulders of individuals. As previously indicated, each development theory should be analyzed within the frame of their historical, political and agencies parameters. For this reason, in order to understand the reasons behind this evolution from the golden age to the neoliberal system, general perspectives about this alteration and the counter revolution which clearly distinguish the neoliberal movement from previous movements are necessary.

At the beginning of the 1970s, the economic situation, especially in the U.S and Europe, was not heartwarming. The high level of inflation and economic stagnation was damaging all social equilibrium and the inflation rate increased from 3 % to 13 % in five years between 1965-1970 (Hickel, 2017). One the main reasons of this stagnation was, undoubtedly, increasing oil cost prices.

The first oil crises occurred in 1973 due to the Arab Petroleum Exporting Countries' embargo, which targeted countries which were considered by the Arab countries as Israel supporters during the Yom Kippur War. In addition to this, in 1979 after Iran's revolution, the level of oil production decreased, and a widespread panic occurred across the world (Wikipedia (c), 2018). This embargo and reduction in oil production levels triggered production costs in industrialized countries notably the U.S, becoming one of the main reasons of inflation and economic stagnation. This period brought new debates and some economists and politicians started criticizing the welfare state and state intervention matters. Harvey (2005) recommends looking at the years between 1978-1980 in order to understand the general emergence of neoliberalism. The states in different parts of the world tended to alter their economic and societal structures in order to get rid of harsh economic stagnations. This tendency was more apparent especially in Great Britain and the U.S. Margaret Thatcher in England and Ronald Reagan in the U.S were elected in successive years and they both wanted to curb the power of trade unions to open a gate for finance power and also wanted to expand this movement to the world stage (Harvey, 2005). With this new regulation, the market and financial environments would be much freer, and they would eliminate an area of social responsibility and would conduct large-scale integration with other states. Hereafter, the new development approach rested on a market-oriented opinion and other things regarding public and governmental matters would have to be readjusted with the frame of this new movement's requirements. This tendency aimed to speed up the international market system and undoubtedly focused on increasing of profits. These outcomes would bring irresistible growth across the world and would make the meaning of space and time for production redundant. However, to compete with other actors in the global market, financial environments should reduce costs to convey their products to world-wide consumers. Because of difficulties in changing raw material prices, they tended to cut the work force incomes to reduce their costs. The trade unions had

already reached the peak point of their power during the period of golden age. It was the first target of neoliberal system designers to curb the trade unions' power and influence over the governments and markets in order to intervene in income rates of the work force. In addition, labourers' social rights were protected by their governments and they would take instant action against financial environments if there were any risks about their life standards or incomes or social rights. The politicians gave vital importance to the unions and registered members in decision making positions. Besides, organization speed among labourers was getting stronger day by day because of the results which were acquired by resisting. This relationship between governments, political parties, and unions evolved in mutual cooperation and inevitably was dangerous for financial environments. Considering the benefit of work force in terms of their demands would induce increasing input costs and financial environments could not expand their business because of the cost burdens. This equation was one of the fundamental reasons of the neoliberal movement. Auerbach (2007) argues that neoliberalism as a mentality is more a label of political evolution than economic alteration. Even though every intervention and evolution which took place with the aim of economic alteration was mainly trying to seize power from the work forces and their organizations. Democratically, the meaning of seizing power was to strengthen the influence of the financial environments on the policymakers. This required a deep and global scale of political evolution. Additionally, the new right scholars should have submitted this idea in a way from which they could gather many followers. They used the concept of 'freedom' in comparison with the countries governed under the communist system. They claimed that the intervention of the state was preventing entrepreneurship ambitions, and this was the main barrier to development. Advocates of the market-oriented movement grounded their vision to claim that making the market free and improving individuals' skills in keeping with market needs would bring more welfare. The new version of welfare was directly associated to individual freedom and states were

promoted to adopt this approach through structural adjustment programs. The states' roles, therefore, should have been redefined and they were supposed to be withdrawn to the place where they could protect ownership rights, and the proper functioning of the market by setting up military, defense, police and legislative powers and they would be more active in areas such as environmental protection, health care, land, education, and water rights where the private sector did not have a hand (Harvey, 2005). However, within the expansion of effectiveness, we have seen many domestic and international scale companies in these areas in time. As it is indicated, states should intervene in these fundamental areas, only if the private sector does not exist there. At the outset of this period, the system conceivers departed with the claim of freedom and limitless entrepreneurship. However, the brutal face of this system was soon seen and it ended with injustice. The dependent work force lost their opportunities to resist for their rights and their purchasing power eroded day by day because of cost cutting. The depletion of trade union power prevented the work force from demanding and voicing their rights in a united way and they lost their resistance capability for collective-labor bargaining. The labor agreement power was eventually replaced with individual agreement during this period and due to this alteration, the work force became alone to strive for their own benefits against employers. Within this new system, governments put social security responsibilities on the shoulders of individual and deregulated financial markets, due to this so-called freedom, they got rid of the input cost burdens and were able to compete with other rivals in a widespread manner. Despite the presence of new development approaches, which are mostly people oriented, we can still see the effectiveness of neoliberalism targeting the achievement of work force in this current time. A striking instance for this assertion was undoubtedly the speech of the President of the Union of Chambers and Commodity Exchanges of Turkey at the 74th meeting of the Turkish General Assembly. The president (Rifat Hisarciklioglu) clearly states that during their mandate, they have achieved the reduction of employment

costs. In addition to this, they took a crucial role in abolishing occupational health and safety laws together with the government (Türkiye Odalar ve Borsalar Birliği, 2018). This clearly shows that the decision-making process is shaped or can be intervened in by governments in contribution of financial environments and their organizations and governments might direct the areas where market makers see a problem against their business, if needed. Although the human-oriented development approach, which will constitute the main theoretical framework of this study, prioritize decent work understanding, through neoliberal adoption the types of achievements such as working under healthy, safe, and secure conditions might be targeted by the business owners and their organization in an attempt to protect their profit and competitiveness capabilities. It can be concluded that this type of relationship between political environments and market makers has been replaced thanks to the neoliberalism system with the relationship between trade unions and governments. Freedom and liberty are directly associated to financial situation and neoliberalism gives freedom to those who have the chance to be able to improve his/her skills dependent on market requirements. The sense of justice is only valid in case of an individual's performance and his/her endeavor. Those who do not have sufficient skills constitute the vulnerable people of their communities and the inequalities between these two types of people are widening day by day. The individuals' skills determine their chance in the market and a brutal competitiveness between job applicants takes place. The new right movement with the promotion of competitiveness does not provide any opportunity for those who do not have sufficient capabilities within the direction of market demands. The people who are weaker than their peers are not under the protection of their governments at all and because of giving all responsibilities to the individuals regarding their social security rights and other social provisions basically put lots of burden on the shoulders of the work force and their fate is left unprotected in the hands of market decision makers'. This can be defined as the manifestation of wild capitalism. Within the frame of an easy

universal meaning of the state, the assignments are mutual between states and citizens and the states are entrusted with the task of the protection of their citizens' rights in these assignments, while citizens' participations pay taxes and apply the rules. However, it can be said that with the launching of neoliberalism, these kinds of mutual assignments have been regulated and practiced in keeping with financial environments' benefits and the existence of states with the regard of labor interests and the right protection has eroded in time. Deregulated market conditions have put the labor force more under pressure and have deepened problems related to decent life standards. At the beginning of the 1990s, with the frame of technological revolution, the organization type of labor force changed the new world main actors tended to establish and adopt the people-oriented development approaches. Even though the effectiveness of the neoliberal system is still seen in the world nowadays, the level of criticism against neoliberalism has gathered more supporters over time. In the next heading, I will extensively touch in the new version of development approaches and try to unfold its main structure which has been conceived in accordance with the market requirements.

## **2.4 Alternative Theory and Human Development Approach**

Alternative development theory is a concept which was basically established in response to mainstream development and neoliberal approaches. Çarıkçı (2016) distinguishes the fundamental differences between alternative development theory and previous development theories as people-oriented and economic growth-oriented respectively. This development, at the outset, puts the people's needs at the forefront and later on, it broadened its content allied the adoption of environmental issues with people-oriented tendencies. Since then, this development type has been known as "Sustainable Human

Development or Sustainable Development”. Antony and Phillips (2010) describe the relevant approach in a comprehensive manner and frame the meaning of this approach as;

This theory is understood in a variety of ways in different approaches: as encompassing questions about the material, social and physical well-being of individuals, captured in the influential proposition of notions of “basic needs”, “capabilities” and “freedoms” as the key goals of development (human development approaches); as focusing on questions of gender and gendered forms of inequality (gender approaches); as referring to the sustainability of human development in the context of degradation of the natural environment and depletion of natural resources (environment approaches); and as questioning the compatibility between human development and modernization (post-development approaches).

Each different approach embedded under Alternative Theory points out problematic areas mostly emerged during the neoliberal and other mainstream development periods. However, the description framed by Antony and Phillips (2010) shows that the new development movements have been shaped in terms of raised objections and, under the umbrella of this theory, many different movements have converged in response to the brutal market-oriented development pressures. The problematic areas related to life quality were taken into consideration within the scope of this new development approach. Over time, the relationships between different headings converged on the point of sustainability and human development. One of these different approaches was environmental matters which were considered as a main development parameter in terms of sustainability and human development. Environmental pollution was deemed a dynamic problem as countries could not restrict this problem to their borders nor could they turn a blind eye to their neighbors’ environmental problems. This problem does not inherently recognize boundaries and limits. Because of unrestricted production speed and disrespectful tendencies against nature, environmental problems directly target the life quality of all creatures ranging from human to natural resources. This meant it was becoming one of the biggest dangers for life and sustainability.



Therefore, the environment concept found a crucial place in this new development interpretation. Even though environmentalist development approach has been discussed by scholars and institutes for many decades, it would not be wrong to say that the EU is one of the first entities (or bodies) which adopted the sustainability development and took a step.

Instead of analyzing all different approaches in broad manner, I will go forward with the human development approach among the others which will be directly associated to my main theoretical framework in order to ground this thesis assertions.

We should clearly state that the alternative theory and human development approach are not systems which are different from capitalism. The alternative as a concept indicates a striking alteration which has been evolving from neoliberalism to new era needs and it takes into account “regime change and replacement of neoliberal policies and practices with more democratic and accountable form of capitalism” (Jones & O’Donnell, 2017). Ruling out of the reality of market-oriented policies, while talking about alternative development, is not realistic. However, this new development approach prioritizes human basic needs as well as market-oriented growth. The changes relevant to main focus point of capitalism during neoliberal policies reoriented themselves and are more concerned with the basic needs of the work force and citizens because of deepened and protracted poverty and unequal distribution of resources. Naturally, this dramatic alteration has not changed because of financial environments’ good faith. The grassroots movements led by NGOs and Civil Society Organizations (CSOs) and the escalated objections against unfair market regulations which put all responsibilities on the shoulders of individual to ensure his/her own social provisions, have directed the new form of capitalism and, as a result of this alteration, the alternative development theory especially in which the human development approach has become more visible in time. Besides, the European Union’s raising power has also triggered

this change and movement of labor force has become more visible as well as global scale of trade. Making free circulation of goods across borders easier has also been used for free circulation of labor within the process. The increase of technological advantages such as telecommunication, internet and other fast communication tools has sped up the contact between the labor force and the new organization capabilities in the form of NGOs or CSOs have proliferated in time. The effectiveness of this new technological era is usually considered with regard to production and global scale trade. However, this new era has also contributed to labor organizations and due to these opportunities, the world-wide grassroots movements led by both domestic and international NGOs and CSOs have launched pressure on governments and financial sectors. The collaboration between labor organizations in different part of the world has become widespread. Before diversifying the results of this new development approach, we should understand the background of this development emergence.

As indicated above, globalism has caused transnational cooperation and communication in parallel with technological progress. Over time, the traditional idea of development was replaced with a new version. At this point, the emergence of NGOs' powers and their flexibility took a vital role for this replacement. Particularly after the 1980s, NGOs with the participation of communities, induced a different emergence of the development concept which was previously measured by GDP growth (Pieterse, 1998). The Human Development Approach has since been one of the most prominent concepts. In 1990, the United Nations Development Program (UNDP) published the first Human Development Report (HDR) by introducing the Human Development Index (HDI) which was created by Mahbub ul Haq. This report directly emphasizes the meaning of the new version of development as enlargement of people's choices. This report holds the development concept within the scope of human capabilities and enlargement of the use of the capabilities. Contrary

to the traditional development issue, which mainly measures development based on Gross National Product (GNP) rate, this new human development concept emphasizes a person's access to income, healthy life, education, decent standard of living (UNDP, 1990). This variation put humans at the center of development. Development has since been interpreted by considering the concept of the human situation and its accession capabilities to the basic needs. Decent life and life qualities have become part of the definitions of development. At this point, we should indicate that these striking alterations with regard to a new sense of development constitute the main difference points between the market-oriented neoliberal development approach and the alternative development theory.

After becoming an important global actor with its *sui generis* character, the EU contributed to bringing in a new interpretation of development content sustainability development. This approach draws on both human and environmental development at the same time. Payne and Phillips (2010) indicate that traditional development, which was in general described as a catch-up process, failed because of the unprecedented economic progress of China and India. These countries have proven that economic progress by itself is not the only indicator of development. While they have been growing, the gap between different levels of communities have widened. In addition, this uncontrolled growth induced many deep environmental problems. Catch-up development was described as the achievement between east and west on political, cultural and economic points (Payne & Phillips, 2010). However, recent developments have shown that focusing only on these headings does not allow the broad picture directly related to our earth and our life quality to be seen.

It would not be wrong to say that the expansion of alternative development advocacy somehow owes its proliferation to neoliberalism. A heavy market-oriented application has been pursued by the enhancing of democracy and civil

society movements. As the inherent of neoliberalism, a democratic environment and the positive contribution of civil society to the market conditions were fundamental requirements of expanding the borders of the neoliberal system. Money has always been generated under secure conditions. As it is stated by Jones and O'Donnell (2017), Neoliberalism has created a tuneless balance between state, market and civil society and it has always tended to use the relationships between these three concepts in favor of market expectations. This unbalanced relationship is described as 'trilateral interdependence'. A redundant conflict may put the production and business expansion into danger. These kinds of contradictions have always required a transport of investments from one location to another for security which may induce increase the costs. In addition to this, distance from raw material sources and markets might affect investor competitiveness. Because of these simple equations, the neoliberal system helped the improvement of democracy and civil society with the aim of ensuring a comprehensive market and business environment (Jones & O'Donnell, 2017). However, over time, the initiatives which were conditioned by the grassroots movements have evolved in the advocacy of the labor force and disadvantaged groups. Labor rights and social provisions have been discussed more widely and through these widespread tendencies, world-wide decision makers and politicians have become more sensitive. The emergence of the human-oriented development ideology was led by the international agencies' studies. Out of these agencies, the International Labor Organization (ILO) established its presence under the headings of security, humanitarian, political and economic considerations. The ILO describes its duties with regard to social justice in securing peace and to avoid the exploitation of workers because of international economic interdependence (International Labour Organization, 2018). This agency introduced the decent work terminology to the world. The explanation given by the ILO clearly shows that social justice and labor right provisions should take into account world-wide economic conditions. This ideology considers labor rights in favor

of market integration and gives weight to this subject for the sake of interdependence and market. As stated above, the UNDP also created its provisions and visions under the human development approaches by crediting world-wide economic and holistic development intentions. Nevertheless, it is undeniable that these conceptual definitions paved the road for human-oriented approaches and since then the brutal market-oriented requirements have been criticized and readjusted in response to these amplified voices.

Even though the human-based development tendencies were improving, the global scale decision makers together with market owners and liberal scientists were busy with tidying up global markets in favor of their large-scale plans. Globalism gathered all market opportunities under one umbrella which served the global scale integration between all market actors. Because of this tendency, the play makers had to apply a holistic program which enveloped all requirements for reaching these global scale goals. For implementing a coherent manner of global economic circle, the new development requirements identified under the guise of structural adjustment programs were generated by the UK and the USA. Under the heading of New Public Management, the spirit of transmitting was offered to the developing countries. This management system and term was derived from the experiences of the UK, New Zealand, Australia, Scandinavia and North America and the term was focusing on areas which contained management (privatization), performance standards, output controls (result-based approach), decentralization, competition, private-sector management and cost reduction (Wikipedia (b), 2018).

As indicated in the following pages, in 1981 the US, under the administration of Reagan, the UK, under the administration of Thatcher, and international agencies notably the International Monetary Fund (IMF) and other International Financial Institutions (IFIs) were forced to apply the structural adjustment measures on the countries which were suffering under the debt and other domestic problems. These countries were compelled to apply the new

administrative approaches described under New Public Management in return for receiving funds or financial aid from developed countries. The equation was built on the application of market liberalization and privatization (Abouharb & Cingranelli, 2007). The fund supplier countries, in turn, launched their beliefs and ideological tendencies through these structural adjustment applications to transform other countries as a part of the global scale economic market. Within the years, these imposed policies exacerbated social conditions and widened the gap between rich and poor. Abouharb and Cingranelli (2007) indicate that structural adjustment policies weakened power of laborers in 131 developing countries and led to less economic and human rights between 1981-2003. In addition to this, they indicate that this new type of application also caused a reduction in internationally recognized worker rights. At this point one should ask what the main results of these policies that were criticized. The simplest and the most visible result of these programs undoubtedly emerged because of the proliferation of privatization and other market-oriented legislations. With the presence and application of privatization, the labor rights lost their political protection and their fate was left to employer initiatives. Because of this methodological government system, due to new management context market leaders could focus more on their benefits than worker needs, due to new performance standards context the job holders could award or punish their workforce which caused a wild competition among workforce, due to private-sector management the capital owners could establish short-term or project based employability which allowed them to rule out of workforce legislative provisions and finally due to cost reduction context the market owners could consume more raw materials and cause degradation of environment because of consuming encouragement. According to Abouharb and Cingranelli (2007), structural adjustment programs were imposed to the governments of developing countries to deplete the work force protection against employers. Employers should engage with other countries' consumers and producers in a competitive manner. A pre-requisite of this integration is directly associated to

reducing costs and to providing purchasable and competitive products. The equation is quite simple. If there is no power to adjust raw material prices, which is impossible for all producers for ensuring a cost-effective production, then the producers should find another way to keep their competitive power to stand against their rivals in the market. This road definitely passes from the exploitation of laborers' income. To reduce their salary and leave them with their own purchasing power is the mystery of this policy. However, this group and their dependents should also be used as a main consumer for wasting the basic productions. It would not be wrong to say that this circle, starting from exploitation of labor income to use work force as a main buyer, is built on the presence of these populations. This exploitation itself contains many different headings ranging from human rights to relations of production to governance to international relationships etc. To avoid potential conflicts and movements evolving from disadvantaged groups, in parallel to the application of market-oriented policies, the governments of developing countries were, at the same time, encouraged to increase democratic precedents. Abouharb and Cingranelli (2007) state that their research in developing countries shows that democratic practices are more visible, and these gains allow citizens to participate in mentioned practices by voting and advocating their own rights. However, there is a striking detail that we should consider. Even if Abouharb and Cingranelli's (2007) findings show that the World Bank and IMF can have a positive effect on democratic improvement, I still interpret this progress as one of the requirements of the structural adjustment program. Capital always functions in safe areas. For this reason, capital owners should encourage or support governments to enhance their democratic structures. As long as these democratic alterations do not have a negative effect on production and liberalism, there is no objection to applying fundamental democratic practices for market owners. Over this single-acting democratic approach which contains different goals, Chomsky (2005) gives a striking statement from which it is indicated that;

... democracy is largely a sham when industrial system is controlled by any form of autocratic elite, whether it is owners, managers, technocrats, a vanguard party, a state bureaucracy, or whatever. Under conditions of authoritarian domination, the classical liberal ideals and all true revolutionaries cannot be realized. Human beings will not, in other words, be free to inquire and create, to develop their own potentialities to their fullest; the worker will remain a fragment of a human, degraded, a tool in the productive process directed from above.

On the other hand, democratic or human right based alterations do not happen only because of the good intentions of decision makers, they also happen because of labor or NGOs' movements as well as production requirements. These democratic freedoms allow people who access basic needs such as education, health and so on, to enforce their organizational capacities. By using these capacities, they amplify their voices further than they used to be and they can put pressure on the policy makers to get back what they have the right to own.

Nonetheless, to maintain their daily life and to meet their dependents' needs, the work force needs regular income. These compulsions direct them to play the game under the rules framed by employers, market and the applicable laws. Leaving all the initiatives to the market actors in terms of improvement of neoliberal policies, the work regime has since been conditioned by these actors and the policy of the active labor market policy has become more dominant especially among developing countries. We should glimpse this policy with regard to our theoretical approach.

## **2.5 Active Labor Market Policy**

Although different tendencies in historical studies about reducing the unemployment rates can be found, the Rhen-Meinder model brought a new



definition to solve this common unemployment problem and it led to the evolution of active labor market policy approaches. This model was developed at the beginning of the 1950s by Gösta Rhen and Rudolph Meinder, who were two Swedish former unionists. Their model consisted of full employment and price stability and economic development as well as macro-economic policy and employment policy measures (Erixon, 2008). The basic contents of this model led to the development of active labor market policies. With the perspective of this model, active labor market policy focused on both the enhancement of guarantees for the reduction of open unemployment and the struggle with high inflation rates (Erixon, 2008). However, Rhen clearly states that this model is one of the ways of adapting the labor force skills in favor of industrial needs (cited in Taghizadeh 2013, p.133). As indicated above, same as democratic applications under the market conditions, this struggle against unemployment and high levels of inflation targeted the objectives in line with market requirements. The active labor market policies have evolved in three stages from which the first stage is between 1950-1960, the second is between 1980-1990, and finally the last is between 1990 and today (Taghizadeh, 2013). In the first stage, the active labor policies focus on improving the qualified work force within the scope of fast-growing industrial needs. According to Bonoli, the improvement of human capital would be the main investment of this policy during this period (cited in Taghizadeh 2013, p.133). Additionally, in the second stage of this policy, the decision makers focus on providing measures in order to protect human capital rates for the future rather than to direct them into the labor market. In this period, the unemployment rate would speed up within the global scale because of oil crises occurring between 1973-1975. Due to these consecutive crises, many disruptions in the production processes occurred and these resulted in narrowing employment rates. Therefore, states took actions to protect the acquired capitals ranging from human capital to financial and they were keeping these gains in order to use them in future opportunities. The third and

final stage of active labor market policies is directly related to facilitating and encouraging the labor force to be part of the labor market. For this reason, the implementers of active labor policies have been rearranging their labor laws and other politic contents with regard to these aims. States directly take a role in providing a qualification for the potential employee and encouraging him/her to tend to the market in terms of production methodologies. The meaning of active labor policy on the basis of the current time needs and necessities is explained by the OECD as the policy in which all actors subject to bring and encourage the more people into labor market and jobs within the scope of some requirements which are enveloped by three elements under the headings of motivation, employability and opportunity (OECD, 2018). These three elements constitute the activation strategy of active labor market policy. According to this strategy, people in need should be motivated in terms of finding a job and should also be directed to pursue this goal by developing their skills and by seeking potential opportunities. As it is understood from the details embedded in this strategic approach, the market and policy makers do not only dictate people to adjust their capabilities in favor of market needs, they also put these responsibilities on the shoulders of the work force. In general, active labor market policies are constituted from job seeking aids, vocational training, and the provision of job opportunities based on collaboration between the public and private sector (Yavuz, 2017). At this point, without ruling out the benefits of these policies, we also should see the negative effects of these policies' practices. Governments put unemployed people in places where they should be part of production processes and, with ruling out their other features and needs, governments manage public social provisions on the basis of these people efforts. As an outcome of the neoliberal system, states apply the related policy to all citizens by generalizing the same provisions for all of them without giving attention to their individual or group features. In a simplified manner, all potential labor force members ranging from disabled people to women to excluded ones etc. are subject to undertaking his or her own social provisions

and should gain his or her social right by paying for it. Social aid directed to people in need eventually aims to prepare and arrange all conditions for those who should be part of a market-based system with his or her designated social role. Under this social role, the individual should take responsibilities related to his or her social rights from the state and production owners and, in turn, he or she should, implicitly, contribute to the improvement of competitiveness between market owners by ensuring the increase of production costs. The equation is quite straightforward: the less tax business owners pay, the more they make money. However, the state whose assignments are defined in the constitution should manage all social order by investing money in the necessary weak fields. For this, the state should either put pressure on the production owners to receive more taxes from them or ensure a regulation from which each individual undertakes his or her own responsibilities. Under the current social order, alongside paying dues, the worker should also pay for her or his social provisions. It means that as well as paying official taxes, the workers also pay extra premiums for their social rights which used to be undertaken by the welfare states particularly in the golden age period. The role of the individual on the basis of gaining his or her own social provisions has become more visible since the beginning of the neoliberal era. Nevertheless, the type of active labor market policy implementation changes county to county based on their regime and cultural characteristics.

Some developing countries like Turkey implement their active labor market policies in parallel to the social aid policies. Governments reach out to people in need and meet their basic needs as well as encouraging them into the labor market by providing skill developing training. These kinds of relationships are carried out via either government agencies or civil society organizations. At this point we should see that even though neoliberal markets do not want states to be involved in market regulations, they encourage and support states to take an active role in generating new labor forces based on producer needs. The

qualification of this new generation of labor forces should be conditioned in terms of production techniques. That is why all on the job training programs and other official vocational education training curriculums and programs are regulated in line with these techniques. Even social provisions can be used as a tool of increasing employment rates. The representatives of states and other assigned bodies can use their initiatives as a carrot and stick approach against this target group. They can cut the social provisions of these people if they do not see any effort from them to become involved in the qualified job seeking processes (Kutlu, 2016). In a way, we can say that social provisions might be bound to the requirements of active labor market regulations. This type of application and expression of intention is similar to Marx's idea of analyzing the alienation of the labor force. As Humboldt indicates, human beings start their adventures with their own creativity and productivity. They discover and unfold the mysteries with their questioning and creativity and this action makes them an artist rather than a tool of production or a well-trained parrot (cited in Chomsky, 2005). Marx emphasizes that the alienation of labor appears when external work is dictated which does not comply with a person's nature (Chomsky, 2005). Market based policy makers found a solution for this issue under the guise of social provisions. The basic point of this issue should not be misunderstood. The criticism that we point out is not related to the presence of social provisions. This study directly criticizes the intention of this public intervention and the intention of policy makers who try to make people part of the chain of the production process. Some field studies correct my assertions at this point. Kutlu (2016) states that social protection and social security are designed with regard to active labor market policy requirements and these tendencies have become of expressing of activation strategies. In light of recent developments, reviewing the role of vocational training centers will give us a better example in order to understand the new labor force regulation mentality. On the example of Turkey, we can clearly see recent alterations. With the participation of different entities ranging from representatives of VOC Test

Centers to business world and other relevant actors, the Vocational Qualification Authority (VQA) leads the process of preparation of the National Vocational Competence and Occupational Standards. These standards frame the general perspective of labor force qualifications. The prerequisite of being employed is having one of these certificates which are supposed to be endorsed by the officially assigned private institutes. It should not be forgotten that these vocational qualifications should be filled with current production techniques. According to the regulation about preparation of National Vocational Competence and Occupational Standards under article eight, the exam arrangement right is given to the private institutions called VOC Test Centers (Resmi Gazete, 2015). The government, under the guidance of the business world, gives entitlements to these private institutions in order to apply the vocational requirements on behalf of the state. This official provision has led to the proliferation of these kinds of centers over time and, as a result of this, the number of VOC Test Centers in Turkey has recently increased. Proliferation of these centers has also been supported by EU External Funds. This contribution by itself shows that the global scale of labor force regime is regulated in a holistic manner and the relevant external funds can be used for the achievement of the targeted goals. As we indicated above, the role of states has become less visible during recent years. However, the market actors use the power of states without hesitating in order to regulate the labor force regime by considering their own needs. Orienting unemployed people to the market by using different tools, contrary to popular opinion, also contains some exploitation. People who are supposed to be employed via their qualifications should have the necessity motivation. This is the one of the activation strategies of the active labor market policy. However, having this motivation by itself is not sufficient. The individual wanting to have a decent life through his/her own income should also give some effort to prove this motivation. In a simple manner, performing some expected efforts should not be criticized. That is true. However, in the market as a requirement of neoliberal system putting all social

provisions on the shoulder of people in need is valid in this case too. The person who wants to be involved in business life should get training under one of the designated headings and, afterwards, that person should take an exam to prove his/her qualifications. To attempt these exams, the candidate should pay some amount of money to these mentioned private vocational qualification centers. Even though government promotion can be taken in some cases, it does not go beyond formal aid. Payment rates and the related promotion rates can be seen under any VOC Center websites (PAGEV VOC-Test Merkezi, 2018). According to this equation, states orient their unemployed population to the labor market by providing education and on the job training and they carry out this intervention under the guise of social responsibility projects. However, as we have seen through examples, these vulnerable groups are promoted and trained in terms of market needs and to be part of production they are forced to pay. The winning hand in this game is still market and business owners. They are both making money on the shoulders of people in need and they ensure the necessary work force based on their production techniques and, therefore, they enjoy the best of both worlds. This is exactly expressing what Marx's detection on the alienation of labor. Besides, system designers, without being pleased with this practice, established the private employment offices. These institutes' duties roughly fall under three headings: taking an intermediary role between jobseekers and employers, providing vocational training to the unemployed people, and carrying out employee leasing services which are defined under the relevant regulation as services toward to labor force, employment and human resources (Resmi Gazete, 2016). Through this regulation, people who have vocational qualification certificates can be introduced or connected with employers via these offices. But the main trick in this new practice is the way of using these people and abusing their labors. In her article Karaca (2016), characterizes this system as modern slavery. Jobseekers make their contract with one of these private employment offices and they become their employees. These institutes can lease these people to a third party by getting commission

from this service. This type of agreement is called ‘triple alliance’. Under this type of work, the employee receives all his/her law rights from the private institutes and, in turn, the main work supplier does not have any responsibility for his employee. This employment relation leads up to flexible employment and, under this circumstance, job security requirements are left to the initiative of these institutes (Çelik, 2016). In his column Çelik (2016) argues that with the practice of this type of work market, the policy makers and other market actors prevent the spread of organization of labors and this ensures a controllable labor force. This type of work design, undoubtedly, did not appear instantly. As it is occurred in different time periods, there is a historical background behind the scenes. The awareness of temporary work or flexibility employment terms were adopted by the ILO and the recognizing of private employment agencies’ role in the labor market was prominently displaced under convention number 181 (entry into force in 1997 with revision of the previous 1949 convention) (International Labor Organization, 2018). Even though Turkey was not yet a party to this convention, the idea of private employment office has become more influential, particularly in developing countries since 1949 (Uluslararası Çalışma Örgütü, 2018). In fact, Turkey is not bound by the provisions of this convention, but nevertheless it has paved the road in favor of private sector actors more than the related ILO convention provisions. Under ILO Convention number 181, article 7.1 clearly emphasizes that “private employment agencies shall not charge directly or indirectly, in whole or in part, any fees or costs to workers.”

On the other hand, under the regulation of private employment offices law No. 29854, these private employment institutes are entitled to make money from their training programs (Resmi Gazete, 2016). They are banned to charge any fees from workers while implementing their intermediary role, but they can charge some costs to the potential jobseekers while providing training programs to them. They can organize some training programs with the

cooperation of private course centers, and, therefore, they can act or take action as profit-oriented entities. This illustration by itself shows that Turkey is ahead of international agencies on this issue for aggravating the labor force situation. After the adoption of this ILO convention, the private employment office approach spread among the member countries mostly in European countries. The European Commission (EC) adopted the directive of 2008/104/EC on temporary agency work. Even though the idea of privatization had been discussed by member countries many years since the existence of the European Economic Community (EEC), with the adoption of this directive, the EC had to reregulate the related concepts defined in the ILO convention because of amplifying objections which were voiced by the member countries and made softer some concepts. Therefore, the commission replaced the concept of “temporary worker” with “temporary agency worker” and “temporary work agency” (USEN, 2010). Under article 2, the aim of this directive clearly emphasizes that the relevant provisions fundamentally aim to promote “the development of flexible forms of working” and to improve “the quality of temporary agency work” ( Official Journal of the European Union, 2008).

The statistical data has proved that the active labor market policy-based implementations which are basically carried out with the aim of reducing the unemployment rate, could not sort the problems out. Çelik (2016) states that the percentage of unemployment did not go down during the period of implementation of active labor market policy methodologies such as employee leasing services, private employment offices etc. According to his research, while the unemployment rate was 9,3 % in European countries in 2004, this number went up to 10,2 % in 2014. The same increase can be seen in countries such as United Kingdom (UK) and the USA where flexibility, work, and employee leasing services are more common. The percentage of unemployment in the same period went up in these countries respectively from 4,7 to 6,2 and from 5,5 to 6,2. These numbers are another negative expression



of the active labor market policies. It means that the practices executed with the purpose of spreading and making this policy much stronger did not work as expected and, in the course of these implementations, the only winners have always been organizations like consultant firms, private employment agencies or market actors who made money with these activities, since a significant amount of investment was made by the states' funds in these areas.

The provisions directly associated to the active labor market policy are binding deals between sides who sign the related agreements. These kinds of obligations create indirect dependency and states, in particular the developing ones, adopt and transfer the provisions which are accepted by the fund supplier or developed countries. More succinctly, this type of integration between fund suppliers and receivers always serve in favor of the fund suppliers and, implicitly, the global scale of labor policies and relations of production are conditioned worldwide for the benefit of market-based liberal policies. As market makers, developed countries together with their capital owners spread these global scale regulations via bilateral agreements. Without contenting these agreements, the market makers also supply funds for the purpose of accelerating of domestic transformation of the recipient country in order to fix their domestic law system with the aim of global integration. As it is used for market expansion, the similar equation is also applied for the expansion of labor force under privatization. For example, as a candidate of the EU family, Turkey is required to apply and adopt the basic *acquis* of the EU which are derived from the EU enlargement policy. This compulsory point makes Turkey one part of the global system. This study involves the executed projects within the scope of their results which are obligated to contribute to building up the effectiveness of active labor market policy country wide. Since the field work of this study will be directly related to evaluation of one of these fund applications, I will continue by explaining the general frame of the external aid system and its contribution to the dissemination of active labor market policy.

From this point, I will converge this study with my field study findings to ground this study's assertions.

## **2.6 External Aids**

In parallel to the expansion of globalism, the dimension of external aid agreements and implementations between developed and developing or third world countries have accelerated over time. Instead of giving the general history of this dependent relationship, this study will stand on analyzing of external aid influences over the developing countries, particularly in the context of Turkey. I will examine the effectiveness of these financial relationships between different sides/states and will finally hold the EU external aid and financial agreements with Turkey in terms of the EU enlargement process. I will analyze this process under the umbrella of the human development approach.

The shape of external aid is inevitably conditioned under the predominant development approach. However, the application mythologies of these aids are diverse based on the characteristic of development typology. As Pieterse states, the mainstream market-based development approaches use expert knowledge and science to direct their development path, while the alternative development approach with other human-based development perspectives use "local and indigenous knowledge" and promotes the contribution of NGOs as a strong tool in order to direct the main path of tendency deriving from grassroots movements (cited in Çarıkçı (2016). Even though Pieterse states that foreign aid functions with the market-based development tendencies and alternative development focuses on building partnerships, I would argue that these detections are enveloping the main differences between these two aspects. This is the fact that the alterations in favor of the work force have occurred via

human-based development, since market-based development and neoliberal system were being criticized. However, as indicated in the above pages, the market makers never pulled their hands and interventions from any type of government system. They always found a way to be involved in the preparation of related regulations including human-based alterations. The examples which are given under the heading of active labor market policy explain this claim. Çarıkçı (2016) argues that knowledge is one the most important parameters of the development mechanism and alteration under the development perspective is dependent on this acquired knowledge. At this point we should ask who the main supplier of this knowledge is and what the level of target group contribution is in this process while compiling this knowledge. I have always had doubt about the resources of the knowledge collecting process, when the subject is related to the benefit of the market. Societies tend to voice their knowledge regarding their needs under the perception management of market makers. In today's world, since organizational capacity of the work force has eroded in recent years with the application of brutal neoliberal policies, the collected knowledge is mostly conditioned in regard to market needs. Seen as a tool of production, the jobseekers can voice their demands for only the one given to them as a choice. Marx indicates that this is one of the contradictions of labor force. They are alienated from their creativity and directed to the designated business lines. Here, the most important point is to proceed with the existing products with the available production means. The existence of labor is equal to the wheels of production. This tendency indirectly promotes jobseekers to be a machine or robot of production. Individuals discover their creativity when they love the occupation that they are involved in.

External aid is one of the predominant ideas stemming from developed countries in order to intervene and shape third world or developing countries in favor of their long-term expectation. However, foreign or external aid is considered in different ways by different political movements. These different

aspects fall under three headings based on the political standing of groups: Realism, Neo-Marxism, and Liberalism (Noel & Therien, 1995). According to Noel and Therien (1995) the Realists see external aid as a way to spread their national interests among donor countries, the Neo-Marxists see this instrument as a tool of new colonialism and another way of expansion of imperialism goals, and finally Liberals see external aid as the tool of improving interdependence and international integration world-wide. Seydioğlu states that if monetary aid is provided, it is called financial aid; if it is provided in the form of knowledge, it is technical assistance; and if the aid is directed as food items then it is called food aid (cited in Mahmut, 2008). Since the presence of liberal and realist approaches are more predominant, I will examine the external aid understanding in terms of these types of countries. My position is not just being against these kinds of aids. I believe that developed countries should share wealth acquired from natural resources as I believe that these resources belong to everyone. My opposition is against the point in which I criticize the way in which rich countries use their wealth and, hence, the purpose of their uncovered intentions. Despite the fact that external aids were launched in the 1940s under the influence of libertarian and humanitarian struggles, between 1950 and 1970 these aids were held at the international level in order to meet basic needs and finally they have evolved and been conditioned under structural adjustment policies since the beginning of the 1980s (Mahmut, 2008). Humanitarian based external aids proliferated under the welfare states mentality. It can be said that these types of aids are one of the outcomes of the welfare state. When we look at the historical background of foreign aid, the predominant states are respectively the UK and the USA. The UK external aid system extends to the colonial development intervention. The first official external aid decision was passed by Parliament in the UK in 1929 and in the years of 1940 and 1945 consecutively they passed other external aid decisions under the heading of Colonial Development (Edwards, 2014). Admittedly, the critical juncture for external aid was the adoption of the Marshall Plan in 1948.

After the Second World War, the devastated European countries needed to be rebuilt and their citizens needed help in order to get on their own feet. Ruined cities and damaged lives were the main target points of the allied countries and the Soviet Union. With the end of the war, the USA took action and put forward foreign aid. The Marshal Plan, known also as the European Recovery Program (ERP), was dedicated to rebuild the devastated economy of Europe and to provide political stability for future economic improvement and via this plan, European countries received \$13 billion dollars of different forms of aid, primarily targeted at basic needs and technology transfers (The George C. Marshall Foundation, 2018). The adaptation of the Marshal Plan followed the announcement of USA President Harry Truman. He announced his so-called “four-point speech” in his first inaugural speech on 20 January 1949 which became the main critical juncture of external aid. Through his speech, he declared that aid to poor nations would be his main foreign policy tool and he added that “one the goals of his administration would be to foster growth of underdeveloped areas” (Edwards, 2014). Under this four-point declaration, foreign aid was designed as one of the most important of the foreign policy tools of the USA and it aimed to support the UN and relevant agencies in order to enhance their efficiency, to arrange worldwide economic recovery programs with the aim of “reducing the barriers to world trade and increasing its volume”, to sport “freedom-loving nations against the dangers of aggression” and finally to “embark on bold new programs for making the benefits of their scientific advances and industrial progress available for the improvement and growth of underdeveloped areas” (Harry S. Truman Presidential Library & Museum, 1949). It is clearly seen that under these items, this declaration is transparently trying to promote the designated actors such as UN agencies or scientists to enhance trade and integration among targeted countries and, by means of this tendency, to transfer global scale aims to others. The most sensitive point in this declaration is inevitably to use foreign aid as a tool of extension. Sibley (2002) frames this issue with these words;

The US used foreign aid to promote free-market standards for development, including the integration of west European economies and curtailing of economic protectionism, through such instruments as the Marshall Plan. These programs, and especially the Marshall Plan would greatly benefit the US economy by generating orders at home. Finally, and most importantly, these efforts were designed to prevent the spread of international communism.

The type of foreign aid generated by the US has become influential on a global scale over time. By emerging and enhancing the power of welfare states, the shape of external financial and technical aid changes. The variety of aid using tendencies has been affected by political alterations over time. While aid agencies mostly targeted the large-scale capital-intensive investments and projects by ruling out labor human capital and related productivity during 1950s and 1960s, afterwards, the percentages of funding into social development areas such as health, education, poverty and so on, increased in the late 1960s and 1970s (Edwards, 2014). This alteration occurred because of the ascendant power of welfare state structures. In parallel to the proliferation of labor unions, other NGO and CSO movements positively contributed to the enhancing of life quality of vulnerable groups. Undoubtedly, the escalating Cold War situation between the USA and the Soviet Union caused the expansion of bilateral relationships among advanced liberal countries. For this purpose, they led to the foundation of the Organization for Economic Cooperation and Development (OECD) and, additionally, led to the establishment of different collaboration studies such as Development Assistance Committee (DAC). DAC, as a forum of the largest aid funders meeting point, led the improvement of the project management system. As well as spreading the external aid mechanism, the leading countries also created a world-wide project management system in order to prevent possible disruptions between the aid mechanism. This purpose is clearly emphasized through the related committee websites and indicates that the basic criteria of the assessment of the members are dependent on “the existence of appropriate strategies, policies and institutional frameworks that ensure the capacity to deliver a development co-

operation program; an accepted measure of effort; and the existence of a system of performance monitoring and evaluation” (Organisation for Economic Co-operation and Development, 2018). I will comprehensively identify this project management system in detail and explain in the succeeding pages. DAC was assigned to establish a coordination of holistic manner of aid mechanism (Edwards, 2014). The external aid from advanced countries to poor or developing countries lasted until the beginning of the 1980s either in a technical form or a financial form under different heading priorities, mostly including social development projects. With the emergence of the neoliberal system, the fund supplier countries re-arranged their priorities and their intervention fields, and as a result, instead of directly helping the vulnerable people via meeting their social provision or needs, they tended to transfer technical aid from which they aimed to improve the labor force skills based on market needs. In the 1980s under the ascendant crises, the International Monetary Fund (IMF) and World Bank, with their global scale organizer roles, defined the structural adjustment policies as the main precondition of development. Within these years the structural transformation and alteration was built on two predominant factors which were the reduction/restriction of the state power and expansion of the market economy role at the domestic and international level (Mahmut, 2008). Under the spirit of the new public management system, the new interferences under the guise of technical aid sped up. The parameters of competition, performance standards, result based management approach, output controls and cost reduction applied to the work force as well. These interventions in line with the implemented policies or alterations put the labor force under pressure to adapt itself to the requirements of the market and time changing. With the shrinking of legal protection, the labor force had to undertake all responsibilities related to social provisions and they had to gain these rights by improving their skills based on the current business lines. Through technical aid programs, the related state agencies with the participation of other actors (NGOs, CSOs) were assigned to organize the

required training programs. As indicated before, the attendees should have certificates related to their skills and competences dependent on designated curriculums. Mahmut (2008) touches on the fact that fund recipient countries should match their development planning with the received aid provisions. That is why the financial agreements between fund suppliers and receivers are designed as mutual contracts via which the funds are usually released based on some specific preconditions drawn up by fund suppliers. Due to Millennium Development Goals which were established by the UN in 2000, an attempt was made to define the conditions and prerequisites of general development frame for poor and developing countries. The goals which are defined under different headings are committed to by the 191 UN member states as well as 22 international agencies. In order to realize and enhance the efficiency of these goals, the Monterrey Consensus and Paris Declaration was signed and adopted (Kulaklıkaya, 2011). With the participation of over fifty Heads of State and two hundred Ministries of Finance, Foreign Affairs and prominent civil society and business leaders, new development aid commitments from the EU, the USA and other donor countries were made at this conference (Wikipedia (a), 2018). According to the Monterrey Consensus, under article number 42, countries are promoted to fulfil their commitment within the scope of allocating 0,7 percent of their gross national product (GNP) as Official Development Assistance (ODA) to recipient countries. The same consensus, at this time, urges recipient countries under article number 43 to develop their domestic structure with the aim of implementing the received external aid. For this purpose, the recipient countries are asked to harmonize their institutional structure and operational procedures at the high standards designated by the international agencies and agreements, increase the technical assistance programs, and increase the effective use of local technical assistance resources (United Nations, 2002). As it is clearly seen from these types of international agreements, there is a holistic management system about carrying out the external aid. These aids cannot be used by the recipient countries based on their



domestic basic needs. They are obliged to re-arrange their agencies and policies with regard to financial agreements. When it comes to one of my study subjects, as Kulaklıkaya (2011) indicates that due to Millennium Development Goals, developed countries through international agencies have been supporting and promoting the improvement of work force skill based on competitive manner and they have an expectation from the recipient countries to readjust their work force in line with the changing technologies and production methodologies. The mutual cooperation between these two sides undoubtedly defines the general alteration of the work force situation at the global scale. As indicated before, the work force is seen as a piece of the production process by the market makers and this force cannot be separated from the production means and, with the application of neoliberal policies, the members of this force are obliged to provide their own social provisions by cutting a considerable amount of money from own income.

Sometimes the statistical data unfolds all realities and stands out starkly against the global development assertions. Hickel (2017) gives striking information about the real intent of external aid and he shows the real face of the development approach as given below;

In 2012, the last year of recorded data, developing countries received a total of \$1.3tn, including all aid, investment, and income from abroad. But that same year some \$3.3tn flowed out of them. In other words, developing countries sent \$2tn more to the rest of the world than they received... What this means is that the usual development narrative has it backwards. Aid is effectively flowing in reverse. Rich countries aren't developing poor countries; poor countries are developing rich ones.

In addition to this, Sibley (2002) also describes external aid as an intervention tool of rich countries "to manipulate the global money market, to control much of the world's trade, and to reserve most of the world's raw materials for its own use". With the scope of these determinations, it can be said that all gains including the labor force alterations backed up by both the domestic and international side are dedicated to retaining or enhancing the developed

countries' wealth. The money flowing in reverse is functioning with the production and labor of workers. The system regulators provide job opportunities to those who have sufficient skills or qualifications, and, in return, those people are engaged in the production process dependent on predominant business lines and create value from which they just can receive less than they produce. This circle eventually makes profit in favor of capital owners. When we analyze the data given by Hickel, money that flows in reverse is made from the cost reductions as well. The workers are required to improve their competences in order to find a job. During this time, they should allocate a considerable amount of money to take the relevant training programs to be able to be certified and afterwards they need to compete with others who have the same qualifications. The cost reduction process occurs at that exact period. The job candidate tends to minimize his/her monthly or yearly salary rate to step forward ahead of others. This type of wild competitiveness came to exist and became more visible after individual contract matters appeared. With the functioning of neoliberal movements particularly under the guidance of the structural adjustment and reform programs, the lack of labor unions and spread of flexible or part time work accelerated this situation. The individual types of contracts were released and spread under the guise of freedom. This claim gives freedom to the individual alongside exploitation of his/her labor. Reducing the salary rate was not enough for the market makers. They were keen to minimize all payments. And for this purpose, they have always shown their determination to use all market power with the aim of increasing the profit rates and decreasing the cost rates. In the same direction, the labor force has also been determined to increase its income. However, the contradiction between these two goals is deep. The labor force aims for this gain with regard to their fundamental needs and providing a decent life, on the contrary, the capital owners via current market power aim for more money and prosperity. And, unfortunately, from the beginning of industrialism to now the failure of the labor force and the loss of their income has always been the main benefit of

market makers or privileged classes. Over time, the labor force has tended to give up from their official social provisions, which are supposed to be ensured by their employers, with the aim of being employed and meeting their basic needs. Among these people, women workers have always been prominent, especially in states which are governed under conservative regimes. Responsibilities are given to the father figure. As the main economic input of his home the father sometimes gets help from his son. Under the circumstances of insufficient incomes, the mother of house takes a role and tries to find a job no matter what kind of situation it contains. In order to accumulate more money, she usually consents to receive half the money of her social provisions payment. At this point, the employer reduces his cost and, in turn, does not fulfil his/her official obligations. Market with its inside circle promotes this type of contracts. The attraction of making more money without forethought to retirement and old age is becoming a widespread preference and this tendency is causing the expansion of unregistered employment. The lack of state interventions allows these kinds of unfair cooperation. Undoubtedly, the inconveniences about public integration and social order emerge at this point. It is true that on the job training programs and vocational training courses speed up the possibility of job finding. However, the main point to be criticized is the emergence of these types of tendencies through labor policies' contents.

Because of these conclusions, over time, the type of external aid has been reshaped by some fund supplier centers. Among these suppliers, the European Union took a crucial role. Its unique structural character, from which the union predominantly prioritizes gender-based development and mobilization of labor force, has also been a factor to differentiate the main mentality of EU external aid from other suppliers. In line with the market necessities, the union has given more prioritization to labor force and human resources than others. Among the other fund supplier states and their agencies, the EU has become one of the prominent structures and since 2000, it has been meeting fifty percent of all

official development assistance worldwide (Mahmut, 2008). From this point on, I will particularly touch on the EU external aid policies and will conclude by analyzing the EU Improving Social Integration and Employability of Disadvantaged Persons grant program.

## **2.7 European Union Financial Assistance Programs**

As Holden (2009) states, the meaning of development is associated with the transformation of society beyond economic growth. The basic departure of the EU external aid understanding is dependent on transforming the member or candidate countries' economic and society system in favor of union goals. Since 1957 when the Roma Treaty was signed by member countries, the trend of the EU has been towards strengthening financial structures and common policies among the members. With the aim of these goals, all candidate countries are required to fulfill their assignment based on the EU acquis. To fulfill these assignments requires a considerable amount of money and resources. The candidate countries are supported by the EU with regard to these necessities. The EU as the head organization of member countries aims to strengthen regional integration in line with the global market under the heading of economy, production types and processes, political and economic decision-making procedures, and even legal integration between member countries (Kösekahyaoğlu & Yeğen, 2010). As the prominent character of capitalist countries or regions, to maintain their market conditions they should focus on their interest as well as support global scale alterations in order to facilitate their interventions. However, the basic point which differentiates the EU from other global scale fund suppliers is the importance given to human rights and highlighting the democracy concept. Since 1995, all EU financial or technical agreements with third parties have been framed under showing respect to

human rights and democratic principles, and these agreements outline that the aid might be suspended in case of non-respect of these criteria (Holden, 2009). Under the light of Copenhagen Criteria, adopted by the EU bodies and council in 1993, the EU side frames the precondition of being member of union. Also called accession or enlargement criteria, three headings were adopted as the essential conditions to be a member of the union. These criteria consist of political, economic, and EU acquis. Under the political criteria the candidate country should guarantee to increase democracy standards, to show respect for the rule of law, human rights and protection of minorities; under the economic criteria, it should adapt the market economy and increase its capacity to cope with competition and market economy; and finally under the EU acquis, the candidate country should alter and update its administrative and institutional capacity and fulfill other obligations stemming from the agreement provisions (European Commission (b), 2016). These criteria clearly show that the general character of EU enlargement and external aid policy has been conditioned under the road map of other international fund supply policies. The first criteria tries to guarantee the establishment of a universal democracy but the second one fosters the candidate countries to adopt their economic system in line with global scale market regulations. And finally, the third one can be interpreted as the EU structural adjustment policy pool. The alterations of administrative and institutional capacity based on union requirements are defined as the precondition of fund or financial aid release. As indicated before, the prominent point of these criteria is outlining human rights and democracy. Here, the destructive results of WWII have undoubtedly been determinative. The majority of members which constitute the EU are the most adversely affected countries from WWII. The lack of peace in the region cost them a lot of casualties and most of these countries lost their cities, economic infrastructures and other values. The war showed its brutal face of devastation with this practice and continental Europe launched its recovery process by putting forward the integration process; starting with the economic cooperation

process, which is currently continuing with the goal of legal integration. As the prominent witness of devastative results of war and instability, the member countries put forward the political criteria strengthened with human rights, universal democracy and peace. The presence of democracy and rule of law guarantees the production process and allow the economic activities flow. The intention of ensuring perpetual peace is not only established because of preventing potential war, it is also promoted because of market requirements. As touched on before, the condition of democracy should be reinterpreted once again based on the question of which power undertakes its implementation. As Chomsky (2005) indicates, the real essence of democratic implementations is determined by the intention of the power which functions that doctrine. At this point, the EU accession criteria starkly targets to improve market-based policies under the guise of human rights improvement. Due to implementation or putting forward designated *acquis*, the EU helps the proliferation of civil initiative movements and other areas of freedom. However, when it comes to the labor market, through supporting flexible and part time work conditions, this entity also becomes one of the exploiters of labor force rights. To hold the EU without the results of WWII is going to be missing the most profound leg of its enlargement and evolvement. The EU has evolved with the support of other aid programs notably managed by the USA. These aid interventions were primarily aiming to recover European countries from their devastation and aiming also to protect the continent from the effects of communism. Due to the US aid and NATO expansion into the continent, the threat of communism was blocked over time and reverse influential interventions have been directed to the former communist satellite countries (EU Commission, 2013). It was, on the one hand, literally an economic war between the communist and liberal world on the expansion of their own market regulations and, on the other hand, another form of protracted war situation generally called the Cold War. Under the direction of the US and other international agencies' aid and development programs, the EU has become more visible in the market-based economy.

Under this influence, as Aggarwal (2004) indicates, the EU was not only performing liberal market economy necessities in order to ensure the integration between union members, with its *sui generis* character, it was also promoting efforts to develop the multilateral world trade regime (cited in Holden, 2009, p. 19). Another striking difference of EU has always been able to protect its own role and to focus on developing its own partnership roles when we compare it with other aid recipient countries or regions. However, we should know that, as Holden (2009) indicates, the policy conditionality of EU fund management system has always evolved under the leadership of international financial institutions such as the IMF, World Bank and so on. Within the dissemination of fund mentality, NGOs and CSOs have always taken a crucial role. NGOs and CSOs as grassroots movements and because of their local connection abilities have always been considered to touch on all social layers. Due to their flexible and volunteer-based qualifications, these local, regional, national or international scale entities have been used as an important tool of aid centers. In particular, starting with neoliberal policies, the size of NGOs and CSOs have flourished and because of bureaucratic obstacles of states these entities have been used as main channels to reach target groups and increase portions of aids (Karkee & Comfort, 2016). The states' inflexible and politic characters would create barriers to reaching the targeted goals. Therefore, the market makers by influencing the policy makers encouraged the proliferation of NGOs and CSOs. Among these entities, the prominent ones are undoubtedly the international level ones. These international entities have deployed their branches into fund recipient countries and, through these bodies, they have been able to transfer their technical capacities to re-adjust the relevant countries' administrative and institutional capacities in favor of global scale economic market. As noted throughout this study, over time, the general aid approaches, which would target to improve the infrastructure of the recipient countries via direct budget provision, have been replaced with technical aid interference. For conducting these studies, the fund supplier

always needs the right and useful target groups which can be reached by the local organizations' networks. To design the aid modality also depends on the nature of the project environment to be intervened in. The presence of NGOs and CSOs, at this point, is a significant point because of their flexible structures. They can communicate more easily with people who share their same culture than those from outside of the community of these target groups. Through having these kinds of advantages, over time, NGOs or CSOs have found more opportunities to get help and aid from international agencies to meet their own needs and to improve their proficiency on the field that they study. By fostering cooperation opportunities between government agencies and NGOs/CSOs, these civil movements have learnt to conduct some public projects. This evolvement has recently concluded with the replacement of government or political agencies with NGOs/CSOs, particularly in some socio-economic development areas where governments are not sufficiently powerful. This type of replacement has become more visible since the Syrian war started. As we see in the field, most humanitarian aids are carried out through certificated or endorsed NGOs/CSOs because they mostly work in a voluntary manner and include lots of actors who are related to the projects target group. Therefore, in order to reach a widespread target group or goals, NGOs and CSOs are essential tools of current aid applications. Within the expansion of decentralization approaches among developed countries, this intervention and adjustment methodology has been applied against the fund recipient countries. This approach is against the central planning tendency which is mostly stemming from the communist world. According to this approach, decentralization should be promoted and, in parallel with decreasing the state's power, the activation of local scale dynamics with the participant of local inhabitants should be improved. Via this alteration, the needs analysis on the base of operation field might be figured out easily and real needs can be detected in a logical manner and the great participation of citizens will occur the effective management. Therefore, there needs to be an actor who can



organize and coordinate this local level studies instead of state's intervention. This new type of tendency has become another reason for the proliferation of NGOs and CSOs. The decentralization process also paves the way for the assignment of NGOs or CSOs on the basis of "social, educational, and economic development" (Okçabol, 2008). The intention of improvement of NGOs has always been considered to fill the gaps where states are not active. As Okçabol (2008) indicates, the World Bank aimed to promote these bodies firstly to provide the services in which states cannot take the active role and secondly to create an opposite pressure on protest groups in order to reduce their power against states. In time, through these supports, NGOs have taken some significant roles in different social and economic areas ranging from education to business development. At this point, the EU has always been a significant body or organization which tends to create a deep cooperation with the participation of NGOs. Before analyzing their relationships, we should understand the prominent terminology of EU external aid and their application methodologies.

The EU provides its funding system under two headings which are grants and public contracts. The grant form is a direct financial instrument to the third parties which implement projects depending on their commitments and agreements. On the other hand, public contracts are carried out under three further headings: service, supply, and work procurements. These contracts are awarded through tendering processes (European Commission (b), 2018). The EU conducts its external aid under five fund headings: European Regional Development Fund, European Social Fund, Cohesion Fund, EU Solidarity Fund, and Instrument for Pre-Accession Assistance (IPA). Among these different headings, I will focus on the IPA instrument because this fund constitutes the general frame of the thesis subject and the ISEDP grant program has been carried out under this fund section. As Kösekahyaoğlu and Yeğen (2010) state, the general content of EU external aid mostly focuses on improvement of

education, environment, and agriculture. This tendency shows that the fundamental aim of this aid is comprehensively to improve human-based development rather than direct economic development. The EU side with the regard of this tendency targets the economic growth via human resources capabilities and, in addition to this, it aims to spread a general environmental management approach within the member and candidate countries. Ruling out the environmental perspective of EU side, I will continue with human-based program implementations under the relevant fund instrument. The IPA fund system has been carrying out the aim of supporting the candidate or potential EU candidate countries in line with EU *acquis* since 2007. This program funds projects and other proposals under the Transition Assistance and Institution Building, Cross-Border Cooperation, Regional Development, Human Resources Development and Rural Development sections (European Commission (c), 2016). These sections are governed by different assigned and certified contracting authorities in Turkey. Since our field study is directly associated to ISEDP program, some information about this program's contracting authority and its responsibilities should be given. Within the scope of implementing of Human Resources Development programs, the Ministry of Labor and Social Security is assigned as the responsible authority. In line with the EU Lisbon Strategy and European Employment strategy, the general aim of this human resources development component is to prepare Turkey during the enlargement process in regard to transition of knowledge-based economy capacity and better jobs and social cohesion. The Directorate of European Union and Financial Assistance has been established as the main coordinator of this component. This institute (hereinafter referred to as the Human Resources Development Operating Structure (HRD OS)) coordinates and funds the four priorities (fields of intervention) and ten measures within the scope of technical and financial supports (Human Resources Development Operating Structure, 2018). As clearly indicated on the HRD OS website, the primary target of this program is to bring Turkey into a more efficient labor

market and through this aim, the program targets improving human resources under the umbrella of Employment, Education, Lifelong Learning, Social Inclusion and Technical Assistance. The ISEDP grant program whose results will be analyzed in the succeeding pages was carried out under the Social Inclusion priority axis. Before starting to analyze the field-based findings, we would like to give some details about ISEDP grant program targeted objectives and outcomes.

## **2.8 Improving Social Integration and Employability of Disadvantaged Persons (ISEDP) Grant Program**

Within the project life cycle approach<sup>1</sup>, the EU channels its policy through several European Commission Departments and by allocating the funds they make an agreement with the fund recipient country under the identified National Indicative Program and Action Fiche (Human Dynamics, 2018). These NIP and Action Fiches become the main essentials of financial agreements and, for each program, the contracting authorities prepare an Operation Identification Sheet (OIS). This document aims to identify what objectives should be accomplished and how to reach the expected and designated achievement indicators. Under the umbrella of Instrument for Pre-Accession Assistance Human Resources Development Component OIS, the HRD OS (contracting authority of IPA 4<sup>th</sup> component) identified and framed the main purpose of ISEDP program and the expected results of this program.

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<sup>1</sup> Project life cycle approach contains all phase of a project starting from project identification and goes on with appraisal of project, implementation, monitoring, evaluation phases and finally ends up with lesson learning phase. These phases are connected to each other and each phase contributes to the emergence of next phase. While monitoring phase is the process of tracking of project accomplishments, evaluation phase is the phase of measuring the general performance of a project with regard to the terms of effectiveness, efficiency, reliability, appropriateness, replicability.

The mentioned OIS indicates how many implementation methodologies are supposed to be carried out under this measure. Within the scope of two component (grant and service components<sup>2</sup>), this program aimed to reach three results which are;

Result 1: Awareness of disadvantaged persons about public employment services and public awareness concerning the integration of disadvantaged people to labor market increased.

Result 2: Employability and entrepreneurship for disadvantaged persons increased.

Result 3: Institutional capacity of Department of Disadvantaged Groups, other relevant public institutions and social partners increased for providing and implementing an inclusive public employment policy (HRD OP, 2012).

The target group of this operation are;

People with disabilities,  
People who are in poverty or at risk of poverty, including those living in Gecekondu (built overnight houses) areas  
Ex-prisoners, ex-convicts, convicts and prisoners  
Internally displaced persons  
Working children and their parents  
Roma citizens  
Children at risk of poverty and children in need of protection  
Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, people living in shelters, single parents, homeless people, seasonal agricultural workers and their children, travelers, etc.) (HRD OP, 2012).

Since I will analyze projects under the grant component, I want to give some information about this component. According to the OIS, this program's grant component comprises two parts. The first one aims to improve social cohesion of Roma citizens, and the second one aims at promoting inclusion of other

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<sup>2</sup> Grant means an agreement between two or more sides in order to execute a Project within the scope of direct financial contribution and co-financing contribution provided respectively by the fund supplier and grant beneficiary and, service means a procurement process by which service providers undertake their services after being awarded following a tender process in accordance with the terms of a reference document's contents under a signed contract.

disadvantaged people in target groups. Similar to all grant projects, a proposal call was published by the HRD OS in 2014. The potential beneficiaries were required to prepare their proposal in line with the documents given under this announcement. Within the scope of requirements detailed under the EU Procedures and Practical Guide (PRAG)<sup>3</sup> rules, the potential beneficiaries' proposals were evaluated in two phases. As indicated in the Application form, there are two different sections. The first one is called Part A (Concept Note) and the second one is called Part B (Full Application Form) (HRD OS, 2014). The applicants who passed the first evaluation part were entitled to submit their full application form. Among the documents which need to be prepared in line with PRAG rules, the Logical Framework is the most important part. This document summarizes all details of the relevant project structure. In 1992, the European Commission adopted the PCM approach as it is management and project design tool and since this year, all EU funded projects have been evaluated and implemented in line with this approach's requirements (European Commission (a), 2004). With regards to vertical and horizontal matrix methodology, the logical framework document should show the whole general frame of the project goals ranging from objectives to activities, from achievement indicators to sources of verification, from assumptions to budget (HRD OS, 2014). Based on the PCM approach, the project stakeholders should design this document by conducting stakeholder analysis, needs analysis, problem analysis, target analysis and finally strategy analysis. Because of this Logical Framework document, all details in the project should establish a link between each other and this type of design allows the evaluator to review all general perspectives of the project. As indicated under the EU PCM Guideline, this management tool provides a comprehensive viewpoint in order to ensure "an overall analytical and decision-making process" for those involved in different phases of designing, implementing, or evaluating of projects

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<sup>3</sup> This is a guide which aims to explain the contracting procedures for EU external aid contracts funded by the EU agencies or certified contracting authorities.

(European Commission (a), 2004). All grant projects should be designed in line with Guidelines for Applicants which are published on the contracting authority website. These guidelines describe the priorities and objectives of the relevant grant projects. The main content of Guidelines for Applicants consists of three components which are the description of the grant program, rules for the calls and for proposals, and the annexes which need to be used during preparation, implementation and closure phases. Under the description of grant program objectives, the background, the priority, and the allocated fund amount of the program is detailed.

Under the second component, the potential applicants can access information about eligibility criteria, application procedures, evaluation and selection criteria and procedures, requirement documents and notifications and finally award decision procedures. Under the third component, the potential applicants can find the documents through which they can prepare their applications and implement their project commitments. When we review the background of ISEDP grant program and its objectives, it is clearly indicated that;

The overall objective of the HRD OP in Turkey is “to support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion”. The HRD OP has four priority axes; employment, education, adaptability by promoting lifelong learning and promoting social inclusion. (HRD OS, 2014).

This objective incorporates the fundamental of active labor market policy targets. The details remind us the policies conditioned under the active labor market policy approach. The definition given above by itself is the reflection and the explanation of active policy goals. As Yavuz (2017) indicated, active labor market policies primarily target to provide job opportunities via ensuring supportive financial and technical aids and arranging vocational training programs in cooperation with public, NGO and private sectors. From this perspective, the general objectives of the ISEDP grant program overlap with

these goals. For disadvantaged people, the precondition of providing a comprehensive social inclusion is embedded into the accession of labor market. For this purpose, this target group needs to be trained and prepared for the labor market with the aim of eliminating the barriers which prevent them from being integrated with the rest of the community. To facilitate this accession, the member of this target group should be encouraged to be a skilled person and, by means of this process, they should be employed within the scope of current job opportunities. As a prerequisite of the PCM approach, in order to reach the right target group, the relevant project holders should examine the current needs and risks by conducting some field studies and doing second data analysis, additionally, they have to designate their main target group and their locations. The project stakeholders should account for the external risk assumptions and ways to eliminate them. These rules are reminiscent to the global scale of project implementation tendencies which have been supported by developed or fund supplier countries. According to this tendency, the development applications should be managed under the global scale of formulas improved by the international agencies and these types of applications should eventually provide a uniform development equation. These given points prove that even this relevant grant program was comprehensively designed with regard to market-based development approaches. A striking emphasis under the Guideline of Applicant manual is given as;

ISEDG Grant Scheme will contribute to the achievement of the 'promoting social inclusion' priority axis of the HRD OP which aims promoting inclusion of disadvantaged persons into labor market by facilitating their access to labor market and social protection, and by eliminating the barriers in accessing the labor market. For the purposes of this call for proposals labor market participation of disadvantaged persons would function as chief instrument towards their social integration... Although each (target) group has different and specific issues, there are common problems such as limited access to labor market, education, health services and social protection. (HRD OS, 2014, pg.4).

The emphasis given under these sentences is directly creating a deep linkage with the aim of global scale market-based policies and it indicates that to conduct such projects which provide to acquire skilled people will solve the general problems against accession of labor market, education, health services and social protections. This equation by itself is another proof of improvement of individual responsibilities. Due to this, the fund suppliers ensure a social order from which they put all responsibilities on the shoulders of the labor force and they believe that to be skilled based on market needs is the way of emancipation from vulnerable conditions. At this point, as it is the main subject of this study, the way of implementing these types of projects used as tools to reach the relevant grant program objectives is going to constitute the analysis phase. With this study and findings that I have reached, the study will question whether these projects are practically carried out in line with PCM rules and produce the expected results or not. Even though I see the active labor market policies as a strong instrument of globalization and neoliberal system, I give importance the logic of PCM approaches. Due to this management system, projects can be executed in a coherent manner. This approach requires realistic interventions during all phases of a project life cycle which provides a controllable project execution for projects' stakeholders and fund suppliers. That is why, the basic structure of analysis sections will be rested on PCM approach and this management system will be held as a reference point for measuring the applied projects' successes.



## **CHAPTER 3**

### **METHODOLOGY**

The purpose of this chapter is to give comprehensive details about this study and relevant field-based research. In order to understand the findings gathered from the field, the fundamental phases of this study should first be understood. In this chapter, I will share my experience regarding this study's subject, the methodology of selecting respondents, the interview methods that I used, and data collection approaches. In addition to this, I will share the compulsory phases stemming from thesis writing regulations and rules that were carried out during this study. It is well known that carrying out a field study based on previously specified steps and plans might not easily happen. Because of external interventions and conditions, field researchers cannot prevent the emergence of these external risks at the beginning of the field-based applications. Therefore, some identified steps and methodological approaches should be readjusted and rescheduled in line with the risks faced during the applications. This type of flexible intervention allows researchers to conduct a reasonable study in the field. Similar to these mentioned reasons, I faced some difficulties during my field research and I took action to mitigate the emerged risks in order to guarantee my findings and studies. In this chapter, I will also touch on these deficiencies and the actions that I have taken.

### **3.1 Choosing the Thesis Topic**

Since 2005, I have been working in project design, project cycle management, procurement, monitoring and evaluation processes and activities of various EU projects, and their visibility. In 17 years of professional life, I have 12 years of experience as a PCM expert, program/project manager, technical coordinator, consultant, project monitoring & evaluation Expert, budget manager, policy analyst and expert trainer (especially with civil society organizations). Most of my experience is in the field, and the target groups that I work for have always been disadvantaged and vulnerable people. Because of the requirements of being a PCM expert, I have always been involved in project amendments, processing budget revisions, preparing financial reports, administrative issues and internal/external control systems and have served as a focal point for projects. As well as preparing contractual submissions (interim/final reports, procurement & work plans, minor/major modifications), I have also developed project indicators, monitoring & evaluation plans, work plans, worked with monitoring implementation system (web-based), report templates, project implementation guides, steering committee organizations, networking with other counterparts, etc. These assignments (all of which are related to socio-economic development projects) all have required high-quality reporting based on multiple actors in order to be effective. My experiences are all related to socio-economic development, project management and implementation. Through these experiences and working with Turkish governmental agencies and CSOs, I have gained a deep knowledge and understanding of administration systems of project beneficiaries and CSOs in Turkey. Due to these qualifications, I have developed an insight through which I can analyze the effectiveness of the EU funded projects. Dealing with problems in the field motivated me to understand the reasons for these deficiencies, which mostly emerged from incorrect planning and implementations. The link between these funded and implemented projects and global scale development

approaches has always gotten my attention. The purpose for funding projects, the methods of implementing them, and the conclusions that are acquired from them must serve some intentions. As an expert, I also wanted to understand the real motivation of fund beneficiaries and fund suppliers named as contracting authorities. To understand the contradictions and harmonies between these bodies would bring me the conclusion that I wanted to reach in order to understand the real effects of these implemented projects. Because of my many experiences in the relevant sector, it was easy to decide where I should start my research. Additionally, I have known which imperative subjects I should utilize in my study. Instead of discovering an unknown subject, I preferred to proliferate and expand my knowledge on the EU fund programs by adding the first-hand data to my acquired knowledge. The EU fund system is regulated by assigned bodies such as various Directorate Generals, EU Delegations, Certified Contracting Authorities and so on. These entities are bound to protect EU property and the transparency, accountability, and integrity of the allocated funds which technically come from EU citizen taxes (<http://www.europarl.europa.eu>, 2017). Because of this reason, there are many bureaucratic burdens stemming from EU external aid rules and regulations. Without having acquired knowledge on these related issues, to understand the EU fund management system would be problematic. In order to understand the general perspective of the related implementations, one should practice more than one EU program. The period in which the expert practices his or her observations provides such opportunities to understand the imperative manuals and application methodologies. Therefore, I wanted to utilize my accumulated knowledges on the subject of this study.

### **3.2 Study Design**

I have examined my study's subject via interviewing with IPA ISEDP Grant Beneficiaries in Ankara. My questions aimed at understanding preparation,

implementation, and outcomes of the executed projects. The questions have become a guide for understanding unwanted deviations in project results. The relationship between all phases of a project such as current situation analysis, problem analysis, target analysis, strategy analysis, implementation, monitoring, internal control, interference, communication with stakeholders etc. have been understood through these questions. In order to understand a project's performance, I have taken into account all phases of the project cycle in terms of designated projects. As I mentioned earlier, since the EU adopted the PCM approach in 1992 as its project design and management tool, all project implementations under the EU financial agreement are conducted within the scope of the PCM approach (European Commission (b), 2004). This approach requires a holistic perspective. In other words, the project holders together with their partners should focus on all the needs of project sides, target groups, assumptions, risks and technical rules while setting up the project's proposal.

I have designed my field study using multiple sources of information. Through the execution of my field work, I have applied each determined project holders/coordinators. In order to assess data that can be evaluated and measured, I prepared my questions in compliance with qualitative analysis procedures. Under the guidance of my advisor, I have constituted my questions on PCM rules. The main purpose of these questions is to reveal the entire framework of each project starting from the preparatory phase to implementation, to conclusion and to sustainability. I also prepared these questions in accordance with qualitative analyze requirements. To meet the coding work needs, I designed the questions in an open-ended structure and key words which are related to the coding process are embedded into questions. After getting feedback from my advisor, I put my questions into their final form and submitted them to the Ethics Committee. Based on the requirements given under Middle East Technical University's official website, I have prepared my application forms attached with voluntary contribution form and check list form. The Ethics Committee approved my application without asking for further adjustment.

Afterwards, without delay, I launched my field study. The challenges and other difficulties that I faced during this study are given in the succeeding pages.

According to HRD OS data, under the ISEDP grant scheme a total of 2011 project proposals were received and out of them 141 projects were awarded in 2016. After terminating four projects, the related grant scheme was executed with the participation of 137 projects across the country (IKGPRO/HRDOS, 2018). Under the same data center, it is directly indicated that this grant program and projects are designed and designated based on active labor market policy programs which include the headings of guidance and counseling services, rehabilitation programs and vocational educations. That emphasis directly creates a link to my theoretical framework from which I claim that we cannot separate these programs from global scale development approaches and active labor market policies. Since my field research is also focused on the evaluation of committed goals such as increasing employment numbers, I have selected my target projects based on this criterion. My study aims to evaluate the projects implemented in Ankara. Under the ISEDP Grant Scheme a total of 16 projects were awarded in Ankara (IKG PRO (b), 2018). These projects were implemented in Ankara between 2016-2017. With the aim of reaching some tangible data, I selected my projects dependent on the projects' commitments. Although all projects implemented under the ISEDP Grant Program focused on improving social integration, these selected projects committed to employing some target group members at the end of their projects. Because of this commitment, I analyzed these projects and their performance indicators based on employment rate during this study. Among the indicators committed by the awarded beneficiaries, the indicator of employability is the most prominent one from which I could acquire the achievable and measurable results. That is why, with the contributions of some Monitoring Experts from HRD OS, I gave attention to the projects which had such commitments. At this phase, as well as getting information from two Monitoring Experts, I have also applied to the HRD OS's web-based data center to select my projects. According to the data and information that I could access, only 10 out of these 16 projects committed

to employ some of the target groups (IKG PRO (b), 2018). The rest of the projects indirectly contributed to the labor market. Under the guidance of Monitoring Experts, I selected my projects as shown below. (See Table 1)



Table 1: The Selected Projects List

Project No	Project Beneficiary	Project Name	Project Specific Purpose	City	Budget (€)	Date of Start	Date of Closure
ISEDP/0330	1. Uluslararası Omurlilik Felçlileri Derneği	Altın Eller Cam Sanatı	By providing training on the art of glass processing, increasing participation rate of spinal cord paralyzed people who live in Ankara in the labor market as employees and employers.	Ankara	192,155.95	01.11.2016	31.10.2017
ISEDP/0479	2. Uluslararası Engelliler Eğitim ve Kültür Derneği	Üretim Engel Tanımaz	To increase the professional knowledge and skills and motivation of the 60 physical, autistic and other disabled / disadvantaged people in the field of mushroom cultivation, pastry, service personnel, electrical electronic technology and information technologies so that they can enter the labor market.	Ankara	241,959.10	01.11.2016	31.10.2017
ISEDP/0641	3. Mamak Gıda Bankası Yardımlaşma ve Dayanışma Derneği	Mamak'ta Tek Ebeveyn Olan İşsiz Kadınların Sosyal Entegrasyonu	In order to increase the employability, employment and labor force participation rates of disadvantaged women in the target group, and to facilitate their inclusion in the labor market, to provide training for the production of organic textile products and to provide employment of at least 50% of these people at the end of the project.	Ankara	205,313.85	01.11.2016	31.10.2017
ISEDP/0643	4. Uluslararası Güneş Enerjisi Topuluğu Türkiye Bölümü	Güneşli Günlerle Geleceğe Umutla Bakan Gençler	Providing vocational training on the installation and maintenance of solar energy panels, which are one of the professions of the future, to 20 juvenile prisoners in Ankara Children's Education Center in Sincan.	Ankara	127,812.00	01.11.2016	31.10.2017

Table 1 (Continued)

ISEDP/0659	5. Türkiye Sağlık Turizmi Derneği	Dezavantajlı Kişilerin Sosyal Entegrasyonu İle İstihdam Edilebilirliklerinin Geliştirilmesi	Providing call center operator, housekeeping and vocational English trainings for 66 disabled / disadvantaged people.	Ankara	127,445.00	01.11.2016	31.10.2017
ISEDP/0665	6. Engelliler Konfederasyonu	Engelleri Konuşarak Aşalım – Çağrı Merkezi Projesi	Increasing employability of 140 disabled individuals in 7 provinces with a high unemployment rate by providing call center training for them.	Ankara	151,635.75	01.11.2016	31.10.2017
ISEDP/0684	7. Ankara Matbaacılar Çiftçiler Ve Sanatkârlar Odası	Nitelikli Grafik Tasarımcı Yetiştirme ve İstihdam Sağlama Projesi	Providing employment and social integration of unemployed young people who are 40 high school graduates in the 15-24 age range or who have left their high school education in Ankara.	Ankara	180,795.39	01.11.2016	31.10.2017
ISEDP/0724	8. Serebral Palsili Çocuklar Derneği (SERÇEV)	Serebral Palsili Olmam Meslek Sahibi Olmama Engel Değil	To increase the employability of people with cerebral palsy by giving trainings on desktop publishing and to provide modeling of innovative education programs.	Ankara	172,922.64	01.11.2016	31.10.2017
ISEDP/1887	9. OSTİM Sanayici Ve İş Adamları Derneği	Şiddet Mağduru Kadınların Sosyo-Ekonomik Destek Sistemlerinin Geliştirilmesi Projesi	Identifying vocational training areas for women who are victims of violence and, providing vocational and on-the-job trainings for 50 women and enhancing their employability.	Ankara	228,362.61	01.11.2016	31.10.2017



Table 1 (Continued)

ISEDP/ 2081	10. Sincan Halk Eğitim Merkezi Ve Akşam Sanat Okulu	Engeller Bilişim Teknolojileri İle Kalkıyor	To give trainings on web programming to disabled people. To increase the number of disabled individuals who have received the necessary entrepreneurship training to enter the labor market. Increasing the number of disabled people who have set up their own business and the number of company managers freed from stereotypes and prejudices towards disadvantaged individuals.	Ankara	161,372.05	01.11.2016	31.10.2017
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(IKG PRO (b), 2018)

1. International Spinal Paralysis Association
2. International Association for the Education of the Disabled
3. Mamak Food Bank Assistance and Solidarity Association
4. Turkey Section of the International Solar Energy Society
5. Turkey Medical Tourism Association
6. Confederation of People with Disabilities
7. Ankara Chamber of Printers, Binders and Craftsmen
8. Association of Children with Cerebral Palsy
9. OSTIM Industrialists and Businessmen Association
10. Sincan Public Education Center and Evening Art School

In addition to these selected projects, I carried out one focus group study within the participation of four Monitoring Experts who work for HRD OS as a focal point of the projects which they are liable for.

### **3.3 Data Collection Phase**

After compiling information regarding all the projects, it was necessary to contact project coordinators or legal representatives. Because of the experience that I possess through my previous field studies, I know that the most important point is to contact with the individuals who have knowledge and experience in all areas of the executed projects. Since my questions are prepared by considering the whole frame of project design, I knew that my respondents should be the people who were directly involved in the project implementation. The project coordinators are usually engaged with all details of the implemented projects. They are the responsible for the project team and general implementation of project activities. It can be easily said that they are the organizational memory of the projects. In order to reach the general perspective of a project, I have been careful to reach the most appropriate groups. Project coordinators are the focal point of their projects. They witness all deviations, modifications, interventions and conclusions of their projects. Besides this, they are main contact points of projects for contracting or program beneficiary authorities. Because of this reason, contacting with these persons was vital. However, the available data managers at HRD OS did not share the project coordinator names. At this point, I applied to both contracting authority's monitoring experts who are the focal point of all projects and the communication address of grant beneficiaries. By means of this way, I managed to access their names and contact information. After preparing a draft meeting agenda, I started calling each respondent to be. Dependent on their availability, I made a meeting chart and included all updated contact information for the designated respondents. While determining respondents, I realized that some project coordinators had already

left from their positions what was this assertion at the beginning phase of field study. I gave detailed about my field study and I also discussed confidentiality and other ethical rules that I would respect. In order to conduct an effective meeting, I offered a meeting place to those who did not have any permanent offices. I also informed them in advance that I would be recording all meetings. The willingness of respondents accelerated my study. However, because of some unexpected variations, I have faced some challenges which I will touch on in the succeeding pages. I carried out ten face to face interviews and one focus group meeting. Besides learning the perspectives of project holders, I also wanted to gather information from contracting authority experts. Data gathered from both sides of contracts would give me an opportunity to conduct a comparative analysis. For interviews, I prepared an interview form with the approval of the Ethics Committee. For the focus group study, I prepared a list of questions. The interview questions aimed to deeply understand the perspective of projects preparedness, implementations and sustainability. These questions also focused on understanding the effectiveness and contribution of the executed projects over human capital and development. As I indicate under theoretical framework, these types of projects are designed with the aim of supporting active labor market policies. At this point, my questions should also inquire this perspective of projects' results. The questions I asked during focus group meeting aimed at evaluating the acquired results from the HRD OS's experts' eyes. The questions contained content which were in accordance with face to face meeting questions and also formed a complementary shape of interview questions. As is the case with face to face questions, the focus group questions incorporated some special content as well which would be used for coding. During the interviews, I realized that some project legal representatives had also taken a role similar to project coordinators. In this case, with the absence of project coordinators, I interviewed with these people. However, I managed to reach most of project coordinators. Out of ten projects only two of them were executed with the participation of project legal representatives together with project coordinators. Except one respondent, all other respondents were visited at previously agree upon locations. Since one respondent moved to another city right after the project execution, I

interviewed him via video conference. When it comes to focus group participants, I visited them at their work places and gave information about this study. Since the subject of my study is directly related to their duty, they have paid attention to my requests. Four monitoring experts who are directly responsible of implementing of ISEDP Grant Scheme Program accepted to voluntarily join this study. Depending on their availability, we agreed on the meeting day and location. As is the case with other respondents, the HRD OS experts were also informed about procedures, voice records and confidentiality. All respondents were requested to sign the voluntary contribution forms and asked to give permission to carry out voice recording. During interviews and the focus group meeting, I consistently took notes about critical points. I also noted down the critical points' voice record minutes in order to listen to them carefully later. I drew up the critical juncture of conversations. Eventually, I finished all my field studies by considering these necessities.

### **3.4 Data Analysis Phase**

After gathering all field work data, I turned the voice recordings into text. As a requirement of qualitative data analysis, by the help of my advisor, I detected important keywords/codes from the texts. These keywords/codes constitute the basic subjects of PCM approach which envelope each project management phase ranging from identification/planning of projects to implementation to monitoring to execution. Within the scope of this approach, I selected 33 keywords/codes in order to analyze the gathered data and compare them with each other. By using MAXQDA Qualitative Analysis program, I grouped the interrelated responses under the same headings in line with defined codes. The analysis chapter contains four different headings which are Project Preparatory Process, Project Implementations, Project Outcomes and Effectiveness, and Project Sustainability. Each heading has its own determined codes. Based on these codes' contents, the answers given by the participants have been

highlighted and embedded under the related code. After this work, four different excel documents with regard to four different headings emerged. With the presence of these codes, it was easier to analyze all findings or inputs in a comprehensive manner. All findings have been analyzed with the guidance of defined codes and under the headings where they have been embedded.

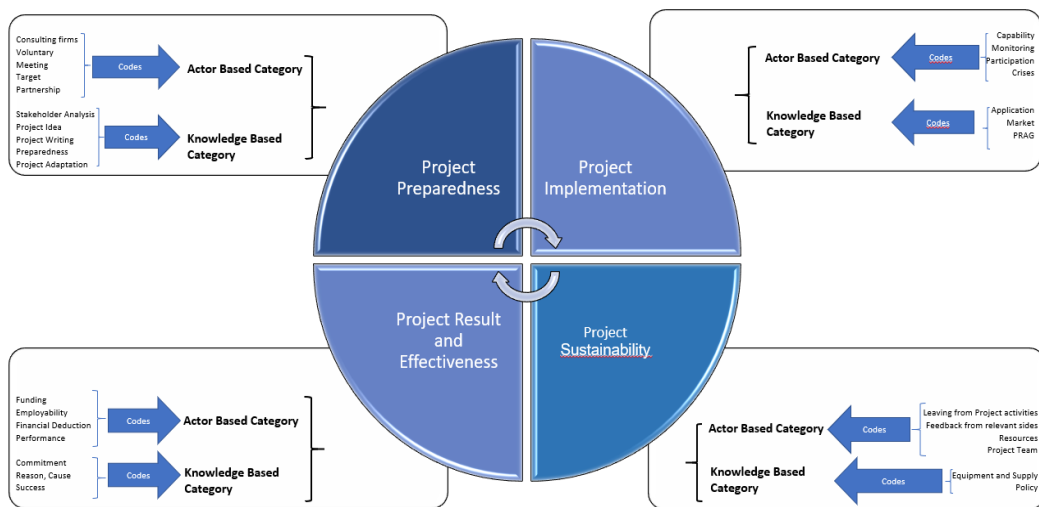


Figure 1: Data Analysis Coding Approach and Categories

With the aim of protecting confidentiality, I have not used the respondents' real names. Instead, I used the awarded numbers of projects for interview respondents and to use the code of Monitoring Expert I-II-III-IV (ME) for focus group participants as indicative names. Since all my questions consecutively follow each other, it was not difficult for me to select the efficient information from my data. As one of the requirements of the project management technique, I planned and designated all my questions based on their relevance with the projects' common problems and tried to make them eligible for coding process at the period of qualitative analysis. This holistic envisioning has paved the road to conducting a comprehensive field study. I have taken care to create a relationship between my findings and my theoretical framework. As a critical approach, I have drawn on my findings to associate them with market-based

policies. Since the relevant grant program aims to serve the active labor market policies, I interpret and criticize my findings within the frame of these policies. That is why, I frequently quote and touch on my theoretical framework.

### **3.5 The Risk Mitigation of Field Study**

According to special and general conditions of project contracts, the grant beneficiaries are required to facilitate all demands coming from contracting authorities and other related bodies including auditors. Additionally, these grant beneficiaries are obliged to keep all project documents and archive them. Because of this reason, I knew that they might hesitate to answer all my questions openly. To prevent this situation, I showed the permission slip that I received from the Ethics Committee in order to indicate that I was not coming from an audit department. Additionally, as a requirement of the project management system, it is important to know that the planned schedules might not match with the field realities. Similar to implementing project activities, conducting a field study might face some unexpected deviations. At this point, the researcher should take action with the aim of mitigating the risks. As a project expert, I have experienced many of them during my professional life. These types of interventions are explained with monitoring approach. At the period of my field study, some unexpected situations have occurred. As it is indicated above, one of respondents was not in Ankara and I had to arrange a way to contact him. After talking with him, we both agreed on conducting a video conference. Additionally, because of some respondents' work schedules, I had to postpone our meetings a couple of times. With the aim of reaching up to date information, the timing was really important to me. Most projects had just received the closure approval from HRD OS and the project stakeholders had fresh information about their activities, weaknesses and strengths. I wanted to access this data for carrying out comprehensive field work. Another challenge that I faced during my field study was to visit the project implementation

offices and bases. Some of them no longer existed and this situation was proving my assertions directly related to the disappearance of project offices and beneficiaries after project executions. However, I wanted to see their work and I knew where I could get this information. I requested the respondents to open their activity proof documents which were already uploaded into HRD OS Monitoring Implementation System (MIS). This system provides all detailed information regarding each executed project and is accessible for those who are registered as a member of project team (mostly project coordinator). Through their consent and via their system access, I was able to see and observe the implemented activities of the projects. That gave me an opportunity to interpret my findings based on their relevant activities. In addition to these challenges, the period of voice recording transcribing took considerable time. In order to reduce this work load, I outsourced this task which sped up this phase considerably.

## **CHAPTER 4**

### **DISCUSSIONS ON FINDINGS**

In this chapter, I analyze the gathered data and discuss dependent on this thesis' theoretical framework. As indicated, all external aid applications are processed in relation to an international project mentality. Globalism has not only focused on delivering aid in favor of suppliers, but also has regulated the management system of this aid. In a holistic manner, the type of application of external aid has been designed in order to track and control fiscal cycles. As one of the biggest aid suppliers, the EU uses fund resources allocated by member countries and their citizens' taxes. The EU uses two different fund resources to deliver the aid to third countries. The first one is the European Development Fund (EDF) and the second is the EU general budget. Through the first fund instrument, the EU delivers aid to African, Caribbean, Pacific, and Overseas Countries and Territories. The rest of the aid is realized by the EU general budget resources (Commission, 2018). Since all funds are received from member countries, the EU together with its institutes is accountable to its members. The PCM system gives an opportunity for the EU and its agencies to track the general performance of funded projects or activities. Due to this involvement, the EU can carry out its assignments or development aid programs by respecting accountability, transparency and integrity.

For many years, international agencies have used the Logical Framework (LF) approach for their project design and implementation. In the beginning, this approach was devised and developed by two management companies, Fry Associates and Practical Concepts Incorporated, at the request of the United States Agency for International Development (USAID). Since 1971, different international aid agencies and companies have been using this approach. The LF approach aims to create and



show the relationship between goals, purposes, outputs and inputs of a project (Nakabayashi, 2000). This approach is designed within the scope of four column and four lines. The purpose of this approach is to constitute a holistic framework from which the project stakeholders can plan their project and carry out their activities.

Project Description	Indicators	Source of Verification	Assumptions
<b>Overall Objectives</b> – The project’s contribution to policy or program objectives (impact)	How the OO is to be measured including quantity, quality, time?	How will the information be collected, when and by whom?	
<b>Purpose</b> – Direct benefits to the target group(s)	How the purpose is to be measured including quantity, quality, time	As above	If the purpose is achieved, what assumptions must hold true to achieve the OO?
<b>Results</b> – Tangible products or services delivered by the project	How the purpose is to be measured including quantity, quality, time	As above	If results are achieved, what assumptions must hold true to achieve the purpose?
<b>Activities</b> – Tasks that have to be undertaken to deliver the desired results			If activities are completed, what assumptions must hold true to deliver the results?

Figure 2: Typical structure of a Logframe Matrix (European Commission (c), 2004).

The first column gives information related to project purposes, outcomes and activities. According to the vertical matrix system, the activities should produce results or outcomes, the outcomes should be the reason for producing purposes or special objectives and finally the purposes should contribute to the development of the overall objectives. As such this cycle for the first column goes down to up. When it comes to other columns, each one completes the first column. The column of Indicators is the one from which the project stakeholders can see the numeric or measurable achievements of their project. The column of Source of Verification shows the proof points of these mentioned indicators. The project stakeholders can verify their acquired indicator by applying these centers or proof documents. And finally, the column of

Assumptions indicates external risks identification. In a simple manner, in order to access the desired or planned results, the project activities should eliminate risks or external interferences identified in the corresponding assumption box. Similar to this methodology, the results should mitigate or overcome the risks identified in the corresponding assumption box in order to produce the planned purpose of the project. According to this approach, the overall objective of a project is a long-term target and cannot be achieved with the contribution of a project's special conditions. Projects can only contribute to its development. However, they cannot produce its full development. Based on this approach, in 1993, the EU established its own project management tool called PCM. Over time, the content of this management system has been updated twice in relation to needs and developments. The EU has assembled all its management system in a guideline (PCM Guidelines) and started applying its projects and aid delivery methods dependent on these guidelines requirements. The PCM is a term from which all management activities and decision-making procedures with regard to "life-cycle of project" are identified. This system aims to define the key roles, tasks and responsibilities of project actors and, additionally, to identify the key documents and decision-making procedures (Barbera, 2018). EU external aid is carried out in terms of five phases identified under the PCM system.

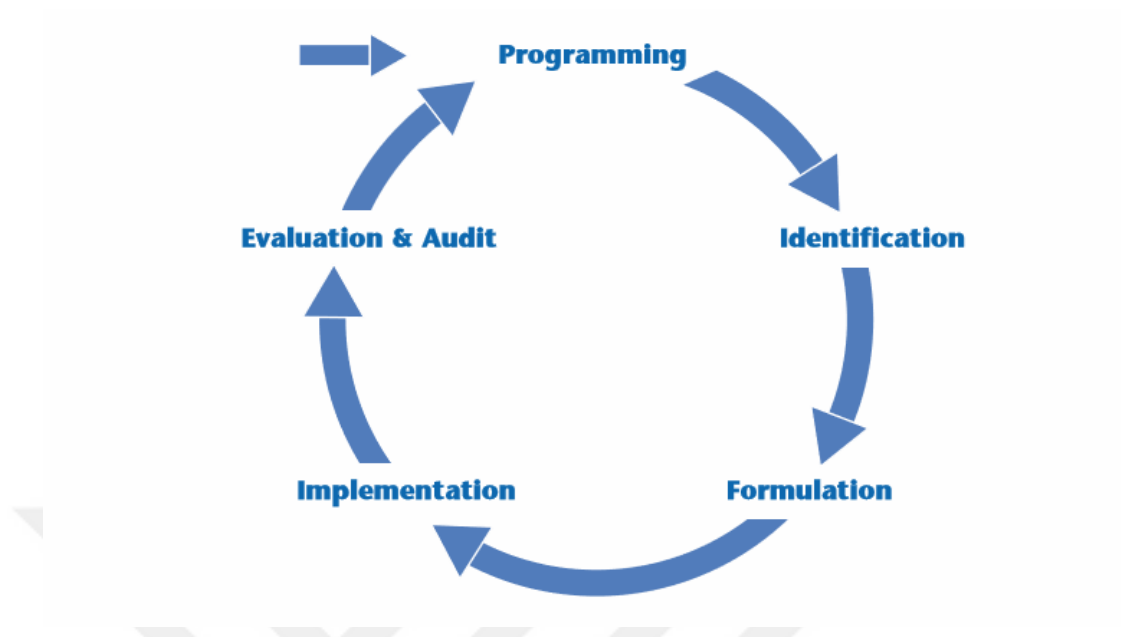


Figure 3: The Project Cycle Management Phases

Each phase draws the general responsibilities and actions which should be carried out by the project stakeholders. The questions related to this study are designated in relation to these phases and under the data analyzing sections, the gathered findings will be examined in relation to the related phase requirements.

Before moving on, in a general perspective, I should briefly draw on the meaning of each phase.

In the programming phase, the EU side identifies and analyses sectoral and national problems, opportunities and constraints. Through this process, the related fund management agencies or contracting authorities prepare their OIS and Grant Scheme programs. Since all priorities are defined under the NIP and Action Fiches, the relevant OIS and Grant Scheme Guidelines are prepared consecutively in accordance with these priorities.

In the second phase, the potential beneficiaries should identify their projects in relation to assessment criteria. This phase is the most prominent section for the execution of

real project implementation. The third phase is the step from which the project stakeholders prepare their applications in terms of given instructions.

In the fourth phase, the beneficiary and other relevant stakeholders fulfil their activities based on application, LF and other related documents and the contents given under these tools. At this stage, contract sides are involved in monitoring together with their assigned experts.

The last phase of this circle is related to evaluation and impact of the executed project. At this stage, the project performance is analyzed and measured by external experts or companies (European Commission (c), 2004). Each stage will be detailed under the related analyzing headings. All phases along with their content can be seen in the figure given below.

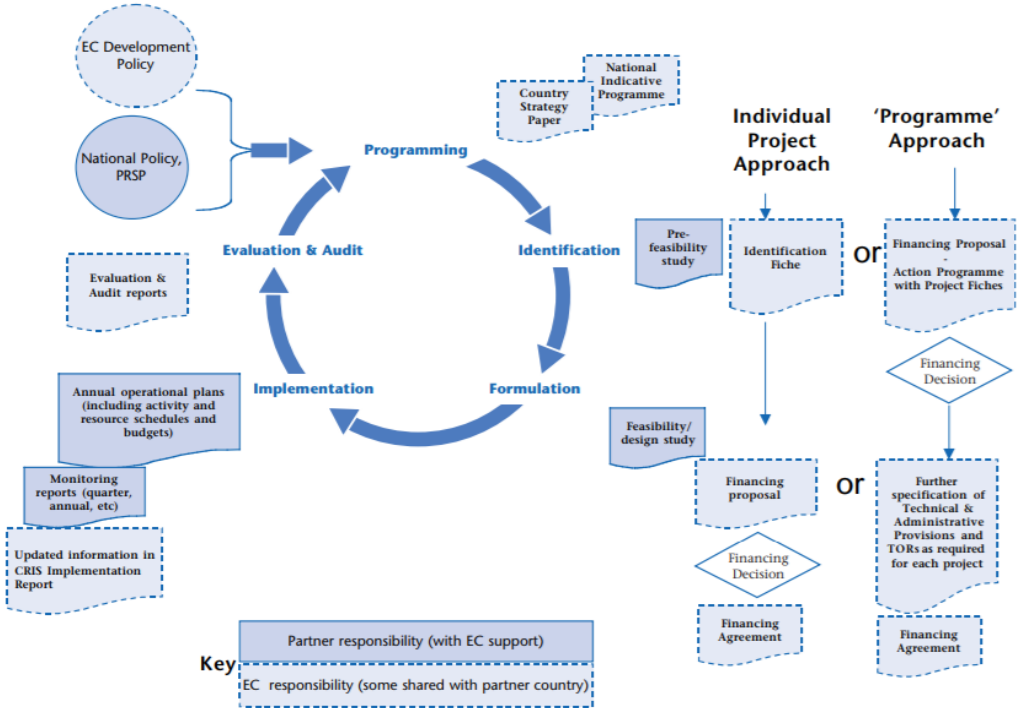


Figure 4 The PCM, main documents and responsibilities (European Commission (c), 2004)

## 4.1 Project Preparatory Process

Since EU projects are implemented in accordance with the EU project concept, the definition of this concept should be discussed. In fact, the concept of project differs depending on context and sectoral differences. Due to these differences, some might be confused about the concept and meaning of project. In order to avoid potential misunderstandings, the phrase 'project concept' should be defined. With the aim of creating a systemic flow in this chapter, the project term based on EU legislative regulations and definitions will be used. In the EU PCM Guidelines, the term project is defined as "a series of activities aimed at bringing about clearly specified objectives within a defined time-period and with a defined budget" (European Commission (c), 2004).

It is clear from this definition that a project should be designed based on its time schedule, the budget and activities. With regard to this perspective, before launching all activities of a project and other relevant steps such as potential risks, monitoring and reporting systems and so on, there should be a roadmap which is drawn up in the identification and formulating phases of a project. Similar to the external aid mentality, the dissemination of funds needs to comply with global scale interventions. To constitute a holistic manner of management system, all international fund supplier centers tend to apply a project management approach which provides a principle of sound financial control system. PCM approach was adopted by the European Commission in 1992. Since then, all EU external aids have been implemented based on this approach. As mentioned above, among the PCM phases, identification and formulation are imperative and they eventually guide to producing of desired outcomes and project sustainability. This pre-planning phase becomes the guideline of the coming steps. The general frame of planning at the project preparatory process is the action of drawing a road map. For this reason, this phase should incorporate the observed or received risks and assumptions. On these findings, project activities should be conditioned. At the identification phase the project stakeholders should carry

out stakeholder, problem, objective and strategy analyses (European Commission (c), 2004). According to the LF approach, these analysis will prevent predicted risks in the future and, by means of these analyses, the projects will be able to mitigate these foreseen risks. However, it should be kept in mind that there may always be some other unexpected risks deriving from external interventions or unforeseen changes. In order to overcome these types of risks, the monitoring and internal/external control system of project stakeholders should be put in place during the implementation phase of project activities. Under the next chapter, these mechanisms will be given in detail.

#### 4.1.1. Knowledge based category:

During field studies, the findings that I have acquired have shown me the necessity of this pre-preparedness approach. The level of project stakeholders' involvement into their project design is also an important point for reaching planned goals. The intention and institutional capacity of a project beneficiary defines the quality of projects and their outcomes. At this point, the question of whether creating an original project idea is applied by the project holders or not is becoming the determinant of a project essence. The way of determining a project idea is also an indicator of a project originality. The determination of project ideas is dependent on the project stakeholders' vision and on their institutional characters. Because of the flexible structure of most CSOs, project ideas might be exploited in favor of some interest groups. However, generalization of this claim is not realistic. In this regard, this thesis will show the field reality related to project stakeholders' institutional capacities and visions. According to the data that I have received from respondents, most project ideas or identification processes have been conditioned based on ISEDP Grant Scheme priorities. Although the grant beneficiaries had their own ideas, because of the grant management obligations and requirements they have conditioned their project ideas based on these compulsories. The rules coming from grant program requirements force

the project stakeholders to modify their original ideas even their project objectives and, ultimately, these obligations become a tool to produce market-based project ideas. Projects which have been planned away from their original ideas are mostly unsuccessful practices. Because the ideas grant recipients commit to realize clearly belong to someone else and are usually designated by fund supplier institutes in favor of policy makers or market owners' goals, everything becomes more difficult and complicated particularly in the course of project implementation. The great intention about commitment of achievement of the designated indicators reflected by the grant beneficiary under these kinds of circumstances might cause another problem such as not being able to overcome unexpected risks and assumptions during the implementation phase because of the real competence and motivation of the grant beneficiary and his partners or other participants. At this point, I can say that the financial and technical qualifications or competences of grant beneficiaries undoubtedly determine the project planning and implementation situations. To draw a general perspective for determining the project ideas for all grant beneficiaries is not possible. There are different motivations among the beneficiaries for the preparation of their projects. For example, the respondent of ISEDP 641 states that:

At this term we submitted our proposal to get a grant from the EU in order to create employment by giving needlecraft training to 100 women via our own course center.<sup>4</sup>

As it is indicated, the main target for this beneficiary is to acquire funds to be able to carry out its courses. This example shows that they already had an idea and they needed financial support to realize it. The subject of the project is in accordance with the beneficiary's mission. At this point, as the one of the requirements of pre-planning approach or PCM identification phase, the grant beneficiary knew what kind of activities they should plan. In other words, since this project holder had been providing the same training programs, due to this grant scheme, the grant beneficiary together with its other stakeholders was able to fund its activities and, thus, the purposes of

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<sup>4</sup> Bu süreçte de bizim kendi kurs merkezimizi kullanarak istihdam yaratabilmek için yüz tane kadına dikiş nakış kursu vermek için proje başvurusu yaptık. Hibeyi Avrupa Birliği'nden almak için.

related grant program intersected with this grant beneficiary's aims. On the other hand, in the field study process, I also confronted opposite types of examples.

The mother of our project idea is a graphic designer. In reality, this lady wanted her own workplace, she wanted to open a studio. She started seeking support. Afterwards, based on a friend's recommendation, she decided to conceptualize a project. She and her friend decided to design an EU project to submit it. They wanted to get benefit from that. When they had a workable idea, even though it was poorly planned, they started seeking to become grant beneficiaries. At this point they found this chamber. The chamber was associated to this subject and it also needed a project like this. The chamber accepted this project idea to apply. This is inherently an entrepreneurship<sup>5</sup>.

This indication illustrated by the respondent of ISEDP 684 shows that in the grant management sector there are some beneficiaries who use the ideas of other people. Instead of focusing on their own needs and expectations, they can get a prepared idea from outside of their organization. That means that these types of grant beneficiaries should apply project ideas which are dependent on third parties' participation and contribution. At this point, the grant beneficiary becomes a puppet of the real owner of their project idea. Nevertheless, during the interviews, it was revealed that most grant beneficiaries already had their own original ideas before submitting their proposals. Rather than having an idea for executing a project, the field data show that the main problem usually appears at the identification and formulation of this idea. All project stakeholders have an idea; however, they are required to re-design their ideas based on the related grant programs' priorities. That is why, most grant beneficiaries, either because of technical capacity shortages or because of having different goals such as the idea of getting benefit from the grant money, get help from consultant firms. The field findings have clearly shown that there are lots of different outcomes between projects which are prepared either by a consultant firm or by the human resources of

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<sup>5</sup> Fikir anası bir grafiker ablamız. Şimdi bu ablamız, kendisi (grafik tasarımı hakkında) bir çalışma yapmak istiyor, bir atölye kurmak istiyor aslında. Bundan bir destek arayışına giriyor. Sonra bir arkadaşının tavsiyesiyle diyorlar ki bunu projelendirelim. AB Projesi haline getirelim, sunalım. Faydalanacak oluruz... Her ne kadar yazımı kötü olsa da projenin. ... Güzel bir fikir ortaya çıkınca, faydalanıcı arayışına giriyorlar. İşte Oda da tabi, Matbaacılar Odası çok ilintili olduğu için ihtiyaçları olduğu için böyle bir şeye. Hem sektörün ihtiyacı var hem de Oda olarak böyle bir işe girmek istedikleri için kabul ediliyor o şekilde giriyorlar ama özünde bir girişimcilik hamlesi diyebiliriz buna.



grant beneficiary. The disparity between these outcomes is particularly seen on the percentage or rate of accomplishment of projects' indicators and the number of target group's people employed or becoming qualified for the labor market at the end of project executions. The identification and formulation procedures stemming from LF and PCM approach distinguish these differences. While consulted projects are designed as far away from the needs and necessities, the projects which are prepared by the human resources of relevant beneficiaries are more realistic and sounder. Since the consultant firms, in general, focus on their own financial benefit, instead of applying a grounded field study, they tend to modify their previously prepared project application forms and other supporting documents relying on related grant scheme priorities and objectives. During project implementations, the project stakeholders might confront activities which are totally incompatible with their project activities. These types of incidents were voiced many times by the participants. This issue is also the main problem of contracting authority experts. As Monitoring Expert (ME) I and IV respectively indicate;

The chief point of projects regarding their deficiencies is their compatibility with field necessities. Their projects are not enough for the field realities. Their inexperience is affecting the processes of planning and implementation.<sup>6</sup>

The grant beneficiaries usually prepare their projects depending on the related grant program's contents. The number of projects which are designed based on the owners' needs are low and, the projects which are designed with the regard to their detected needs and performed analysis are mostly more successful ones. We know that grant applicants are usually inclined to prepare a project application based on the grant program's priorities.<sup>7</sup>

According to grant scheme manual provisions, all proposed projects are assessed under the parameters of "financial and operational capacity of project stakeholders, relevance

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<sup>6</sup> Projelerin en mühim eksikleri hazırlanan projenin saha ile yeteri düzeyde uyumlu olmaması ve deneyim yetersizliği yani bizim iş yapma tarzımızda projeyi sürdürme, planlama, süreçlerini çok iyi henüz düzenleyecek toplum yapısına erişmedik.

<sup>7</sup> Hibe faydalanıcıları proje konularını ilgili hibe programının içeriklerine göre belirliyor. İhtiyaçtan (proje sahibinin ihtiyaçlarından) yola çıkan proje sayısı oldukça az ve genelde ihtiyaçtan yola çıkan (kendi analizlerini ve ihtiyaçlarını belirleyen) projeler başarı sağlıyor. Ama biliyoruz ki başvuru sahipleri genelde hibe çağrısının önceliklerini hedefleyerek proje hazırlıyor.

of the project actions, effectiveness and feasibility of the project actions, sustainability of the project actions and finally budget and cost-effectiveness of the project actions” (IKGPRO/HRDOS, 2018). These parameters also determine the pre-preparedness steps of projects. In the identification and formulating phases, the grant beneficiaries should conceptualize their project contents based on these subject requirements. All these projects, as a rule of PRAG, should be evaluated by independent assessors. The parameter of “relevance of the project actions” by itself is proof of the producing of the dependent projects. Under this parameter, the assessors evaluate the project commitments and other relevant documents based on program targets. As indicated under the Call for Proposal Guidance, the evaluation and selection process are performed by the contracting authority with the assistance of external independent assessors under three different steps which are respectively opening and administrative checks, evaluation of full application and, verification of eligibility of the applicants and affiliated entities (HRD OS, 2014). The first step of the evaluation process is mostly performed by contracting authority staff, and from the second step on, each project is assessed by two different assessors and the arithmetic average of their assessments becomes the success grade of the related project. These assigned experts measure how relevant the proposed project’s contents are to the objectives and priorities of the Call for Proposals. That inquiry is a sign of precondition being a successful project proposal. Therefore, the project contents should be planned based on the related call of proposal requirements. For the owner of project proposals, there is only one way to acquire that fund source. That is to conceptualize a project in accordance with the applied program requirements. As previously mentioned, the ISEDP program explains its target in order to expand the effectiveness of active labor market policy. The awarded projects inevitably have been selected in line with this aim. However, the question of how successful it is to execute projects which have achieved outcomes in accordance with the ISEDP targets should be asked and analyzed. As one of the LF approach requirements, a stakeholder analysis should be carried out before formulating the project. The current situation of project field and other sociological realities appear via this tool. The stakeholder analysis helps to find

out the feeling of the target groups as well as project partners and other participants' expectations. The basic premise of stakeholder analysis is explained in the EU PCM Guideline as the questioning phase of who or whose problems are going to be undertaken with this project or who is going to benefit or lose out, and how these groups are going to be affected from this project (European Commission (c), 2004). Since each target group has different interests and concerns and each of them has a different capacity which defines their involvement level in the project, thanks to this analysis process, project designers or owners can clearly understand these facts. That understanding will help them conduct a sound project implementation. However, data received from the field have shown that project management rules are not commonly applied at the field level.

#### 4.1.2. Actor based category;

As the respondent of ISEDP 665 states;

We discovered during the implementation period that disabled people, especially women, were not willing to be involved in business life. Of course, I also want them to work for call centers, but they hesitated to work for other alternatives. They have problems taking part in society without a companion. In reality, they do not have motivation. I could not convince these lady friends to attend even one interview. No, our families will not allow us, they said.<sup>8</sup>

As it is seen in the succeeding pages, this project like others has been unsuccessful in fulfilling its commitment and to reach pre-planned indicators. Because the level of participation of target groups was not measured through a stakeholder analysis tool. The project owner together with its partners and other participants did not have the full

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<sup>8</sup> ...engellilerin iş hayatına katılmak konusunda uygulama dönemine ait problemleri olduğunu gözlemledik. Özellikle kadın engelliler. Mesela tabi ki ben Call Center isterim ama Call Center olmayan diğer alternatiflere gitmek konusunda çok çekinceli davrandılar. Refakatçisiz (kendi başlarına) topluma tekrar katılmak konusunda sorunları var. Yani onlar da işe gitmek konusunda pek motivasyonel değiller, işin gerçeğini söylemek gerekirse. Yani ben bir görüşmeye bile dahi ikna edemedim bayan arkadaşları...Yok, bizim ailemiz izin vermez dendi.

picture of field reality before launching their projects. This statement shows that the influence of families on their disabled children or family members seems not to have been taken into consideration. Additionally, the project holders did not focus on the target groups' participation desires. Via project objectives and planned outcomes, the project holders drew a frame for the project target groups and expected them to participate willingly in their activities. However, community characteristics as well as individual roles are not always compatible with the planned or foreseen expectations. The deviations of project outcomes start in the beginning phase of project. In this illustration, I clearly see the results that the project holders faced. Stakeholder analysis detects visible or predictable risks at the beginning phase of the projects. That results in designing reasonable project content. In order to provide this conclusion, the project holders together with their relevant experts should conduct field-based research with the aim of acquiring some grounded reasons for their project. The picture of field realities induces focus on detected needs and, therefore, the projects generate meaningful and tangible or efficient conclusions. It should be kept in mind that looking at the field with one perspective is not enough, there should be different observations coming from different project stakeholders. This type of multi participation approach will eventually provide a wider perspective of the detected problems and needs. In order to acquire an efficient data base, project partners or participants should initially decide what type of data gathering methodology will be carried out and from which grounded questions this data will be sought. These essential steps require deep cooperation between project stakeholders. Additionally, unsuccessful results of a project execution can appear due to not carrying out a target analysis step. As one of important analysis steps, incorrect target planning situations might cause unrecoverable results. Similar to stakeholder analysis, target analysis also helps to discover the real number of target group depending on the project budget size. It has been seen from field study that most grant beneficiaries have tried to increase the number of their target group participants so that their project can get more points than others. In addition to this, since there is generally not a grounded pre-planning analysis phase performed by the project stakeholders, some projects, for instance, have

registered inappropriate age of people in their projects in order to fulfill their commitments. Most project holders or representatives, who designed their project with external help or who had their project designed by a consultant firm, have declared that they intended to reach high numbers of achievement indicators. In this regard, the basic intention of the grant beneficiary is undoubtedly determinative. Therefore, the results stemming from either the contracting authorities' working procedures or capacities or grant beneficiaries' capacities or institutional characters may be unsuccessful and these results are created with the contributions of two sides at the beginning of the project design phases and proposal evaluation phases.

...in the first step of project planning, the project holders usually think about what kind of activities they should design in order to provide the participation of project target groups, and afterwards, they say that they can somehow arrange the project after receiving funding. Actually, during project implementation the project stakeholders say that they cannot arrange such a large target group. Then, I ask them (project stakeholders) how they expect me to find these people. You, as project stakeholders, committed to arranging 50 women! Why did not you commit to 20 women instead? In other words, they exaggerated the number of their target group. They submitted all commitments in high level! <sup>9</sup>

The data provided above by the respondent of ISEDP 1887 shows that the level of project stakeholders collaboration is also another important input that project holders should take it into consideration. The ISEDP Grant Scheme requires joint ventures and it encourages potential beneficiaries to improve their collective management systems. The guideline of Call of Proposal indicates that the project partners (or co-applicants) should be involved in designing and implementing committed actions (HRD OS, 2014). However, at this point, the field reality may diverge from what was planned. As the statement provided above by the respondent of ISEDP 1887 shows, the project stakeholders did not fulfill their promises during project implementation. Because of the sensibility of the project subject, the related respondent clearly declared that they

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<sup>9</sup> Hani ilk aşamada diyorlar kadınlar şunu yapmak isteyebilir mi bunu yapmak isteyebilir mi bazıları işte şey mesela hazırlarken de şöyle bir durum var (proje sahipleri) tamam (parayı) alalım da bu projeyi hani bir şekil ayarlarız diyorlar...açıkçası (uygulama döneminde) projeye de kadın bulmaya çalışırken ben (proje ortağı/iştirakçisi) onu gönderemem diyor ben bunu gönderemem diyor. E diyorum ben nasıl bulacağım? Elli kadın taahhüt etmişsin! O zaman yirmi kadın yazsaydın yani! ...Yani sayıyı da şişirmişler anlatabiliyor muyum? Yapılacak şeyleri (taahhütleri) hep çok yüksekte atmışlar!

could not find enough target group members who were mostly exposed to violence. For this unexpected result, they did not improve a risk management roadmap. As discussed in the project implementation and outcome section, this project was exposed to many difficulties and this process ended up with unsuccessful project execution. The stakeholder analysis is the term of understanding the other participants' capacities. The project management experience and implementation capacity are not only valid for the project applicant entity; it is also valid for other co applicants and stakeholders. Indeed, this subject is directly stated in the guidelines for grant applicants' document. The identification phase of PCM rule regulates this necessity and, additionally, it facilitates unexpected risks. Similar to this project, the respondent of ISEDP 479 declares that;

While designing our project, we actually planned how and with who we would realize this project. We got our project stakeholders ideas as well. Since we would work with disabled people, we thought about their needs. The market is not important for us and we do not care what it requires. The market asks for many things. But we focused on what kind business disabled people could do. Do disabled people have enough competences? We took into account these points and we met with our stakeholders and they agreed with us. However, during project implementation, we had to separate from our stakeholders because they did not fulfill their commitments <sup>10</sup>.

The point touched on by the respondent shows two imperative matters. The first one is directly related to market-based human resources development approach. Since the related grant scheme supports the development of active labor market policy, the relevant project could not be designed without ruling out the priorities articulated in the guideline of call for proposal. At the beginning of project planning, the main aim of the grant beneficiary was to find compatible job options for disabled people. As the respondent declares, market requirements were not taken into account at this identification phase. The project stakeholders wanted to improve their own genuine

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<sup>10</sup> Proje yaparken aslında nasıl yapacağımızı ve kimlerle ortak bir şekilde yürüteceğimizi planlamıştık. Onlardan da (proje paydaşları) fikir almıştık. Yani engelliler üzerine çalışacağımız için engellilerin ne yapabilirliğine baktık. Yani piyasanın ne istediği değil bizim için önemli olan. Piyasa çok şey istiyor. Ama engelli ne iş yapabilir. Engelli bu kabiliyette mi, bunu yapabilecek ölçüde mi? Bu noktaları göz önüne aldık ve paydaşlarımızla bunu görüştük, onlar da hemfikir oldular. Fakat sonra paydaşlarımızdan ayrılmak zorunda kaldık. Proje aşamasında. Çünkü verilen birtakım sözler yerine getirilemedi.

idea. However, the project could not be planned based on their intentions. They were directed to different directions which comply with the program and active labor market policy targets. Although, they had their own genuine ideas, all steps planned and designed during the identification and formulating phase are supposed to be a reflection of what a program requires and should create validity for the active labor market policy. This is the logical way of dissemination of active labor market approach into society. The second imperative point that the relevant respondent touches on is the shape of collaboration between the project owner and its partner. Separation between project holders during the project implementation phase is one of the biggest risk events for the project life cycle. At this point, the sides under the guidance of the contracting authority should take immediate action to mitigate this risk. That means project owners should find another partner who meets the same minimum capacity and experience requirements as the previous one. As an inspector and mediator, the contracting authority should work together with the grant beneficiary in order to resolve crises the fundamental activities of projects might delay or postpone. Since projects are awarded dependent on stakeholders' capacity and roles, the absence of project partner directly affects the quality of project implementation. The presence of different actors in a project is the indication of work sharing between these entities. Work on the project requires collaboration and each partner should undertake different roles in line with their designated duty and put its own experience and capacity into the project commitments. In this indication, as the respondent states, the project owner had to continue with its own potential and ended up with unreachable indicators because of the weakness of the institutional capacity of its entity. Hence, the project could not completely perform its commitments in terms of expected outcomes and realized indicators such as the number of employed people or trained people. The fund beneficiaries tend to design their project ideas and contents dependent on the related fund program requirements which can be seen in the below statement pointed out by the same respondent of ISEDP 479;

Our ideas and grant scheme program formats are not compatible... You try to involve some certain disabled target group in your project, but the program says

that either you should involve all disabled groups or only a certain types of disabled groups can be involved in the project... They (the contracting authority) say something different and you tend to do something different. I mean, you prepare a project based on your idea and your target groups' needs; however, your project is revised by the contracting authority and, therefore, it changes. Shortly, the contracting authority does not understand us. We both think differently. Eventually, some problems appeared... The contracting authority definitely does not see this project as a social responsibility business... they are away from us and are stranger to us... The fund supplier institute does not care about our ideas and does not take account our foresight.<sup>11</sup>

The related grant beneficiary intended to design the project regarding its own needs and target group. However, because of the requirements stemming from ISEDP program, it changed its project's content in order to be awarded funding. This type of indirect intervention coming from fund supplier authorities, in reality, aims at providing tailor-made projects in favor of pipeline or future political projections. Through these types of tailor-made projects, fund supplier centers get a chance to tame and reshape the general character of CSOs in favor of market-based policies and legislations. Instead of performing projects designed based on their own needs, the CSOs become a tool of decision makers' policies and these entities are, in turn, used for improvement of active labor market policies in relation to designated thematic subjects and target groups. At this point, the perception of CSOs changes among some people who are involved in CSO activities, and, therefore, via their activities, these types of utility corporations implicitly transform into profit seeking organizations. Due to these reasons, the relevant grant beneficiary, like others also state, has to modify its project based on the provisions articulated in the guideline of ISEDP Program. The contradiction begins at this point. These implicit interventions or compulsory points

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<sup>11</sup> Projemizi hazırlarken bizim isteklerimizle hibe programın formatı birbiriyle uymuyor... Siz engelli bireylerin mesela belli bir kısmını projenin içerisine dâhil etmek istiyorsunuz, proje diyor ki bütün engelliler dâhil olacak ya da proje diyor ki şu engelliler olacak şu engelliler olmayacak... Onlar (hibe veren kuruluş) farklı bir şey söylüyor, siz farklı bir şey yapmak istiyorsunuz. Yani şöyle söyleyeyim, kendinize göre ve kendi camianızın ayağa kaldırılmasına göre bir proje hazırlıyorsunuz fakat proje belli noktalarda revizyona uğrayarak değişikliğe yol açılıyor kurum tarafından. Kurum bizi anlamıyor yani kısaca öyle söyleyeyim. Kurum farklı düşünüyor, biz farklı düşünüyoruz. Neticede sıkıntı oluştu... Kurum, kesinlikle sosyal sorumluluk projesi olarak görmüyor bu işi... Bizden çok uzakta, yabancılar... Kurum bizi muhatap almıyor, yani bizim düşüncelerimizi, görüşlerimizi, öngörülerimize bakmıyor.



induce preparation of tailor-made projects. As indicated in the theoretical frame, via this type of project implementation, the market-based system expands its effectiveness by supplying external aid by directing the project holders to carry out activities in line with upper scale targeted outputs. The respondent of ISEDP 665 points out in furtherance of respondent ISEDP 479;

From the beginning of project planning, we have a motivation from which we intend to prepare our projects based on the contents of the grant. Let's say they open a call for proposals regarding the employment of disadvantaged people... We design our projects in line with the content of program requirements and implement and execute it... Maybe we have different needs! This project was also the same... That is why I am saying that the EU fund institutes force us to conduct their needs. Actually, the target group might gain different qualifications! <sup>12</sup>

The business lines deriving from market realities are targeted by the executed projects and, eventually, they intend to increase of human resources who can easily be employed by the market. However, the assertion that this thesis put in place together with field findings show a different picture of the acquired results. Even though the effectiveness of active labor market policy is targeted to be broadened by these projects, the field realities simply show that some projects produce the opposite results. These happen because of either not applying PCM rules properly or not designing a project based on the relevant program's requirements. PCM as a tool of coherent manner of project management presents a logical technique of management. However, this technique only serves to what is planned. In other words, the PCM approach helps to create the designated indicators which are detected at the beginning of the project identification phase. The intention of fund supplier and the provisions which are given under the related call of proposals as requirements eventually define the basic path of project implementations.

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<sup>12</sup> Baştan itibaren hibenin içeriğine uygun bir hazırlama motivasyonu oluyor. Yani size belli bir hibe açılıyor dendi. Diyelim ki istihdam, dezavantajlı grupların istihdamı... Kendimizi programın içeriğine göre angaje ediyoruz, hazırlıyoruz, uyarlıyoruz. Bizim belki farklı bir ihtiyacımız var... Bu projenin özelinde de öyle oldu, neticesinde de öyle oldu... O nedenle de diyorum ki AB Projeleri açıldığında kurumlar (fon sağlayıcı) kendi ihtiyaçlarını oraya zorlayıcı bir şekilde angaje etmeye çalışıyorlar. Aslında o insanlar (hedef grup) başka nitelikleri kazanabilir.

#### 4.1.3. Knowledge based category:

The PCM approach is valid to execute a result-based management project life circle; however, as long as the targets and other goals are determined by the fund supplier institutes, this approach will keep serving to realize these planned aims.

When you look at the program mentality, you should match your project idea with program's guideline. Our project idea appeared after the program guideline of call of proposal was published.<sup>13</sup>

As the respondent of ISEDP 2081 states above, rather than modifying the project's subject in accordance with ISEDP requirements, they directly planned their project based on the ISEDP program contents. That is the indicator which shows that they have not applied any analysis related to field needs. The conclusions that most grant beneficiaries acquire at the end of their project implementations shows us how important the preplanning and identification phases are.

When it comes to the second point, as pointed out by the respondent of ISEDP 479, the project stakeholders have split from the project application and the project owner becomes alone. The role of project stakeholders should be defined at the beginning of project planning phase. That eventually facilitates the implementation of project activities. The role which is undertaken by one of stakeholders is vital for project implementation. As articulated in the Guideline for applicants, project stakeholders should prove their own technical and financial capacity in order to guarantee the received fund. All projects are assessed based on these parameters and, under the proposed application, the project sides should give a commitment about all project stakeholders' roles. Although, the project real contractor has not got enough capacity, it should complete this deficiency with the participation of other stakeholders. At this point, the contracting authority should evaluate the applicants' capacity by taking some

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<sup>13</sup> Program mantığına bakacak olursanız, proje fikrini rehberle uydurmak zorundasınız. Biz mecburen doğal olarak rehberle uydurduk. Proje fikrimiz, rehber yayınlandıktan sonra çıktı.

foreseen risks into consideration. The grant beneficiary and the contracting authority should analyze this competence at the beginning. Otherwise, the result might end up wasting the funding. According to field research findings, these types of conclusions are common. As seen in the project outcomes section, most projects have results different from their commitments. Undoubtedly, the capacity of project holders is substantial for the life circle of project. The field data show that the related contracting authority has also not given attention to this issue. Most research respondents declared that none of their program beneficiaries were visited by the contracting authority before delivering the awarded funds. That means that, as the fund supplier institute, the contracting authority delivers the funds to the awarded project owners with regard to their statements and commitments articulated in the project application documents. The weakness and incompetence of grant beneficiaries in terms of not conducting pre-analysis for their projects' needs and problems is often criticized. However, I see the same incompetency coming from the contracting authority. Based on declarations given by most respondents, I can say that the contracting authority has the same unrealistic situation about measuring the reality and competency of fund recipients on their premises. It is known that there are some on the spot check verifications performed over the course of project implementation with the aim of measuring and verifying the feasibility of the operation or project and then a result based verification check mostly performed right after the project's executions. However, the necessity of conducting pre-visits to awarded project owners and participants before their project implementations is crucial because of the achieved results declared by the grant beneficiaries. This type of pre-verification approach, which should perform by the contracting authority, might prevent foreseeable and unwanted results and deviations which mostly occur because of capacity weaknesses.

#### 4.1.4. Actor based category;

Because of capacity weaknesses, most project owners, as we can see in the project sustainability and effectiveness sections, failed to obtain results based on their commitments. A striking criticism is voiced by the respondent of ISEDP 330 as;

I am a CSO related to disability. A disability CSO should not be interested in park designing. Ultimately, you should serve your disabled people. Sometimes I think about not carrying out these projects because of funding given to these types of organizations. You see that many projects are not completed, I have been called by different projects from approximately 15-20 cities. The project stakeholders do not have any idea about their projects, they do not have any experience, and they have silly projects. How do they get awarded funding? How do contracting authorities support these types of project stakeholders? Before delivering the money, the contracting authority should see concrete things related to the capacity of project holders<sup>14</sup>

This clearly shows that these types of insufficient applications are pretty common. The capacity of project stakeholders should be checked based on the submitted declaration attached to their proposal. Before disseminating the fund, the declared financial and technical capacity of project stakeholders should be verified at the premises where they conduct their activities. This type of verification process is called a ‘spot check verification’ tool and, via this tool, the contracting authority should check the potential beneficiaries’ qualifications with regard to expected financial and technical capacity (European Commission (b), 2018). Ruling out the existent capacity of related beneficiaries eventually causes the unwanted conclusions. As seen in the project sustainability section, the inconvenient project holders could not complete their

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<sup>14</sup> Ben sonuçta bir STK’yım, engelli bir STK’yım. Bir engelli STK gidip de bir park bahçe yapmamalı. Sonuçta sen engelline hizmet etmelisin. Bunlara verilen hibelerle ben bazen projeyi yapmamaya meylediyorum. Bakıyorsunuz projeler yarım kalmış, bu program kapsamında beni yaklaşık 15-20 tane şehirden aradılar. (Proje Paydaşlarının) Proje bilgisi yok, deneyimi yok, saçma sapan projeler. Bu da tabi neye dayanarak veriliyor, nasıl veriliyor. (Para verilmeden önce) Sonucu olan somut şeyler, kapasite olması lazım (sözleşme makamı açısından).

projects and the supplies that they purchased during the period of project implementation have been stored and are not currently in use.

The problems stemming from project implementations are not bound to only one or two parameters. There are many variables which directly affect project performance. As indicated, the preplanning phase of projects is vital. During the identification phase, all possible risks should be calculated and during the project formulation period, project activities should be conditioned in terms of these risks or assumptions. The designated activities should be planned with the aim of mitigating and overcoming these mentioned possibilities. The best method of detecting these risks and assumptions is to collaborate with other project stakeholders as well as conducting a holistic manner of field research. The project owner is the entity who knows what the starting point is for the determination of the target group's needs. And, it is the body who is aware of possible deviations because of previous experience. It means, the project owner should be related to the project field and its realities. At this point, working with a professional consultant firm would create a chance to design a logical and measurable project planning. But it is important that the project owner together with their stakeholders take a coordinating role and keep providing inputs for the firm which is assigned for project planning. However, the field findings show us that some project owners tend to delegate their project planning to consultant firms which usually focus on their own benefits and offer project ideas to the project owners that are far removed from their priorities. This type of tendency has ultimately become a reason for receiving an ineffective project result.

We had our project planned via an expert consultant firm...At that time, since we did not have a project coordinator or a volunteer to take up this role, we got help from a professional consultant firm to prepare our project proposal...The firm approached us together with a couple of project ideas. Among these ideas, we picked the one that we could conduct by considering its sustainability. Prior

to this project, we did not have any EU project experience and had never carried out any EU funded projects.<sup>15</sup>

As indicated by this statement given by the respondent of ISEDP 659, the funded project was not prepared based on a field research and stakeholders' participation. A firm offered some project ideas and the beneficiary selected one idea to implement. In return for the consultant firm's service, the project owner pays a fee often between six to ten percentage of their project's total budget. Even though project budgets do not cover pre-planning expenses, the project stakeholders try to arrange consultant firm payments from their budgets, since their financial capacity is insufficient to meet these expenses. At this point, the project concepts and contents are conditioned depending on consultant firm's initiatives. Since the firm is not involved in the implementation phase, a commitment, which might be difficult to fulfill, may appear in the activity actualization stage. The contracting authority staff carry out their field visit and, they also track inputs delivered to them via the web-based Monitoring Implementation System (MIS) in order to measure the level of indicators which have already been committed by the project stakeholders. Monitoring Experts, as the main focal point of projects, are important human resources who can give appropriate feedback about real situations in projects. As the ME-III states;

This is explained by consultant firms in Ankara who hunt down CSOs; When the ISEDP program was published, they (consultancy firms) saw that program targeted disadvantaged groups and Roma citizens! As soon as they could pack their bags, they went to X city. They found Roma citizens. They found Roma CSOs and told them there was some funding that they could get! The firm representatives asked them to prepare a project to propose! These firms put these CSOs under the responsibility by making them sign a fifty or sixty thousand Turkish Lira contract. These firms prepared the awarded projects. It is striking. After about two years later, we signed the grant contract with related CSO... The president of the related CSO told me that their project was textile based but after being awarded, it came out that the subject was jewelry design! Even he was not

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<sup>15</sup> Projemizi uzman bir danışmanlık firması aracılığıyla yaptırдық...o dönem bir proje koordinatörümüz ve bu işle ilgilenen bir çalışanımız gönüllümüz olmadığı için, profesyonel bir danışmanlık firmasından yardım almak suretiyle başvurumuzu yaptık...Firma bize birkaç fikirle geldi. Biz bu fikirler içerisinde bize uygun olanı yürütebileceğimiz sürdürülebilirliğini dikkate alarak belli bir fikir de ortak karar verdik ve onun üzerine bir çalışma yaptık...Daha önce Avrupa Birliği projesi yürütmedik. Hayır, bir AB Proje tecrübemiz yoktu...

aware of his project's content! The consultant firms do not apply any field work at all! They planned this project's activities in the summer period. You cannot find any Roma women at this time of the year. You cannot provide training for them!<sup>16</sup>

This narrative clearly shows the ultimate results and general contents of projects designed by third parties without direct participation of stakeholders. It illustrates that fact the relevant project stakeholders have carried out activities about which they have no idea. Undoubtedly, the project stakeholders overcome these problems by hiring technical human resources. However, since most of these project types are prepared with ruling out the market fees, the project holders are usually unable to find a qualified project team. Most projects are prepared with the aim of being awarded. In the beginning phase of project, the designers usually neglect future risks. They focus on giving more commitment in order to get more points from the evaluation phase. That is why they tend to commit to more indicators to reach. At this point, the participation of consultant firms misguides the process and it ends up with commitment to a stack of indicators. During project implementation, this incorrect pre-planning approach comes out and eventually puts the project owners in trouble together with the contracting authority. It would be not fair to criticize only the grant beneficiary side at this point. The Contracting Authorities are also responsible for these conclusions. In the project assessment phase, without giving attention to project stakeholders' experience, competence, financial and technical capacity, they tend to award the projects with the most promised indicators. Respondent of ISEDP 1887 states that;

Executives would call consultant firms and meet with them. For example, they promised in our project to provide 2500 people from fifty industrial firms to participate in training programs. But did they consider whether these firms would accept us or not? In order to reach those 2500 people, each of these

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<sup>16</sup> Bunu Roman STK avcılığı yapan Ankara'nın profesyonel danışma şirketleri anlatıyor. Program duyurulduğunda bakıyorlar hedef gruba dezavantajlılar, bakıyorlar Romanlar, hemen çantalarını alıyorlar. X iline gidiyorlar. Romanları buluyorlar. Roman STK başkanlarını buluyorlar ve diyorlar ki böyle böyle bir para var. Siz de STK'sınız bunları alırsınız. Proje yapalım! STK'lara elli bin altmış bin TL'lik senetleri imzalatıyorlar. Projeleri yapıyorlar ve geçiyor. Çok çarpıcıdır. (Hibe) Sözleşme imzaladık (Faydalanıcı ile). 2, 3 yıl sürdü. 3 yıl sonra başarılı oldu herhalde...Roman başkan şunu dedi; bu proje konusu tekstildi dedi ama dedi takı çıktı bu dedi. Yani içeriğini bile bilmiyor. Danışman Firma sahaya inmiyor zaten! Bu projenin eğitimlerini bahar ayında planlamış. Bahar ayında zaten Roman kadın bulamazsın, eğitim veremezsin.

industrial firms should have at least 50 staff. They did not think about this detail. There are only small-scale firms in OSTİM region and, these firms are run by around 3 employees. This came out later! For instance, give less commitment but fulfil more than it. But in this case, your project is not awarded! The goal is to attract the contracting authority! We intended to implement our project like this; however, we did not have enough budget and we needed this budget! That is why we proposed a project application. In order to get the funding, the contracting authority indicates that you should commit to more indicators than you do! This business has that type of handicap. Frankly, you are forced to be involved in irregularities, what else can you do?<sup>17</sup>

Therefore, projects intended to be carried out with the purpose of improving the active labor market policy ultimately fail. As seen in this case, the tendency and attitude of fund supplier centers has implicitly determined the project owner's commitments. The evaluation process undertaken by the independent assessors should function based on the balance between commitments and financial and technical capacities of project beneficiaries. However, the priorities of project sides are diverse and all of them focus on their own expectations. While the contracting authority focuses on delivering the funds based on the financial agreements' requirements, the project beneficiaries aim to be awarded funding. Based on grant beneficiaries' institutional capacity and character, their aims might change. Inexperienced and insufficient grant beneficiaries who mostly tend to prepare grant applications with the guidance of a consultant firm target to be funded. Regardless of their project commitments and contents, they sign a contract with a contracting authority and launch their project with no idea. As we have indicated many times, the fund supplier institutes might be reason of awarding these types of projects too. The statement given by ME-II discloses the basic aim of fund supplier institutes. As he declares;

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<sup>17</sup> Yönetim danışman firmaları çağırıp görüşüyorlardı... Mesela (projede) demişler ki "elli (sanayi) firmadan iki bin beş yüz kişi (katılacak)!" Ama hiç hesaplamamışlar bu elli firma bizi kabul edecek mi? İçinde iki bin beş yüz kişi olması için elli firmada en az elli kişinin çalışıyor olması lazım düşünmemişler! OSTİM gibi bir bölgede küçük sanayiciler var ve firmalarda üç kişi falan çalışıyor! Yani sonradan ortaya çıktı bunlar! Mesela az taahhüt ver ama çok daha fazlasını yap! Ama o zaman da proje kazanılmıyor deniliyor! Orda da şey sözleşme makamını etkilemek sanırım bu! Biz böyle bir proje düşünüyoruz ama işte bütçemiz yok ve bu bütçeye ihtiyacımız var bu yüzden başvuru yapıyorsun! Ama bütçeyi alabilmen için karşıdaki makam diyor ki sana hayır iki olmaz da beş istiyorum ben diyor! Bu işin böyle bir handikapı var bu projelerin ya da işte çok açık konuşayım sahte işlere gireceksin, ne yapacaksın?



This evaluation system functions in a different way. Some inefficient projects might be eliminated in the assessment period, but we know that some of these projects are still awarded. After being awarded, no matter how many times you intervene in these projects, you cannot change the design of the related project and it remains like this. Unfortunately, this is little bit related to contracting authority's fund dissemination objectives! It matches with the purpose of dissemination all funds...We receive very bad projects! At this point, we are obliged to select the best from among the bad ones...Actually, when we look at with an idealistic eye, we should eliminate all proposed projects! Then, the system would not function. It means, the funds would remain where they are.<sup>18</sup>

This statement emphasizes that the fund supplier institute is aware of the reality. However, due to some political obligations or expectations like favoritism of some applicants because of their affiliation with the ruling party or supporting some applicants because their agendas are compatible with fund supplier institutes' goals or spending all funds within the restricted period of programs' life cycles, they allow some inefficient projects to be awarded. That tendency opens a way for projects not planned based on PCM approach requirements. Therefore, during project implementation phases, all project sides encounter some vital problems which might end up with them suing each other as we can see in succeeding pages.

The fund dissemination system by itself helps to create other business lines such as proliferation of project consultant firms. The presence of consultant firms has proliferated since the EU fund system launched. These firms have established their own market and most projects have been produced by these entities. Getting help from these entities is useful when the grant beneficiaries are involved in the project planning at the beginning of the identification phase. The role of the grant beneficiary is vital and the inputs provided by the grant beneficiary create a general perspective for a consultant firm. However, at this point we should also consider the quality of these

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<sup>18</sup> Yani bu değerlendirme süreci biraz farklı işliyor. Yani bazı uygun olmayan projeler bundan dolayı (değerlendirmede) elenebiliyordur ama bazılarının da geçtiğini biliyoruz. Geçtikten sonra da ne kadar müdahale edilirse edilsin o dizaynı çok fazla değiştiremediğiniz için o hali ile kalmış oluyor. Maalesef bu bir miktar işte (kurum tarafından) fonun kullanılma isteği! Fonun kalmaması isteği ile de biraz örtüşüyor...bize çok kötü projeler geliyor! O zaman da iş kötünün iyisini seçmeye zorunda kalıyor...(Aslında) biraz ideal bir göz ile baktığımızda bütün projeleri neredeyse bertaraf etmek zorunda kalabiliriz. O zaman da sistem işlememiş olacak. Yani fonlar olduğu yerde durmuş olacak!

entities. There is no general specification or license process for these types of fund consultant firms. For other technical project planning matters, the related firms should be licensed by authorized institutes in order to conduct their business based on some detected criteria. For example, for environmental impact assessment research or reports, firms should be licensed by the Ministry of Environment and Urbanization. This type of qualification criteria is applied by EU Delegations or Contracting Authorities only in service, supply and work contracts. Firms who want to be involved in tender processes should submit their qualifications. However, since the grant funds do not cover pre-preparedness processes of projects, it is really difficult to control or measure the qualification of consultant firms. These firms sign a contract with grant beneficiaries and they mostly get paid after a project is awarded. Even though there is no budget item for this type of expense, grant beneficiaries usually tend to make money from their budget items to meet these costs. This type of tendency is a way of abusing the fund budget. This is directly an irregularity case. In one perspective, these funds are also considered an economic opportunity for the fund supplier institutes. Alongside developing the active labor market policy issues, these funds are also used as a tool to support employment and other market conditions. This approach is voiced by the ME-III as;

Why do we support grant beneficiaries? Because this is also economy. It means that the grant fund equals economy! This economy contains the machine and equipment market, consultant service market; it contains unemployed people, teachers who haven't been assigned positions, and many other things. These grant funds creates economy. If we seek a certain capacity for grant beneficiaries, we cannot fund many proposals. If these proposals are not funded, then there is no economy. Let me say that much. Everyone knows the rest.<sup>19</sup>

This expression shows that there is contradiction between the mentality of fund dissemination and how the funds are used. The detection that we share here with the

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<sup>19</sup> Niye destek veriyoruz (hibe faydalanıcılarına)? Çünkü bu eşittir ekonomi. Yani hibe fonları eşittir ekonomi! Bunun içerisinde makine-ekipman piyasası, bunun içerisinde danışman hizmet veren piyasa, bunun içerisinde işsiz, atanamamış öğretmenlerin koordinatör olması, bir sürü şey var aslında! Bu hibe fonları ekonomi yaratıyor. Kapasite ararsak (hibe faydalanıcılarından) birçok başvuru fonlanamaz. Fonlanamayınca ekonomi olmaz. Bu kadar anlatayım, buradan sonrasını zaten herkes biliyor.

respondents' statements can be easily proved, if there is a logical evaluation process applied. However, the findings reveal that these realities are known by all program sides. We can say that due to ISEDP program the related bodies aim to improve the vocational competences of target groups, if they cannot succeed in reaching these goals, then they can use the related funds in order to support the market. Nevertheless, the projects mostly designed by consultant firms are aggravating the grant beneficiaries' financial situations. Instead of focusing on implementation of their project activities, these beneficiaries have to deal with fiscal problems stemming from the contracts that they sign together with related firms.

When you have your project made by a consultant firm, it means you trade with this. When you do this trade, then you should ask this question: where are you going to find this money to pay the firm? Is it not true? If you have this amount of money to pay these firms, why do you draw up a project to apply to this program? You can use that money to fund your project yourself. The consultant firms mislead you! I prepared my first project by getting help from a consultant firm. I took a 13.500€ loan from the bank. I paid the consultant fees with this loan. After my second and third projects, I figured out the importance of the issue. Do not take this the wrong way but, for me, a CSO is committing suicide if they have their project prepared via a consultant firm<sup>20</sup>

The respondent of ISED 330 expresses his loss with this experience. In conclusion, a project life cycle is not only related to its implementation phase, it is also related to its planning and analysis. In a word, it starts from its fields studies and ends up with its sustainability. Moving away from the given statements, I can say that the participation of consultant firms has misled the conceptualizing of project frame. With the purpose of being awarded by the fund supplier institutes, most projects commit to many indicators to achieve, but the reality of the field does not match with what grant beneficiaries have planned. The roles of project partnership are not calculated in terms

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<sup>20</sup> Danışman firmalara (projenizi) yaptırdığınız zaman bu işin ticaretine giriyor. Ticaretine girdiğiniz zamanda siz birincisi, bu danışman firmaya nereden bir aktarım yapıp da ödeyeceksiniz. Doğru mu? Yani eğer sizin bu firmalara ödeyecek paranız var ise niye hibe programına (proje) yazıyorsunuz...Proje yazmadan o paran ile sen işini yapabilirsin. Danışman firmalar sizi yanlış yönlendirip yanlış yollara (yönlendiriyor)!..Ben ilk projemi yaptığımda bir danışman firması ile yaptım. (Bankadan) 13.500 Euro kredi çektim. Danışman firmanın parasını karşıladım. Neden? Danışman firma çünkü umurunda değil. Sonra ikinci, üçüncü projeden sonra işin önemi ortaya çıktı. Yani danışman firmalar ile çalışmak demek yani yanlış anlaşılmasın ama bir STK'nın intiharı demek.

of PCM approach, and these roles remain on the declaration paper in the way they are given. The target analysis mostly does not match with the field needs and, because of this planning approach, most projects face unwanted results and deviations during implementation. The obligatory preference of designing projects in line with the program Call of Proposal prevents carrying out genuine and original project ideas. The grant beneficiaries are restricted to the determined headings and priorities. These become a reason for executing the pre-defined project ideas in favor of active labor market policy and market-based development approaches. At this point, the project beneficiaries, both experienced and inexperienced, serve only these upper level objectives determined by market-based policy makers.

## **4.2 Project Implementations**

The project implementation phase is the process of applying planned activities based on project applications' contents. As indicated in the EU Aid Delivery Methods Manual, this phase is also the process of monitoring, review, and reporting. In order to analyze the correlation of acquired indicators with the planned ones, these technical steps should be carried out by the project stakeholders, contracting authority included. Monitoring, review and reporting are applied in order to identify the current implementation problems and successes, to inform the relevant project sides regarding to current situations and progresses, to provide accountability of spent budget, to provide and encourage the participation of relevant project stakeholders and finally to provide an evaluation of project outputs (European Commission (c), 2004). Planning of projects are supposed to picture the current and near foreseen needs and targets. That is why the time between planning and implementation is vital for achieving the targeted outcomes. The project mentality functions like a chain mentality. Each link of a chain determines the strength of the whole chain. Likewise, every step of the project life cycle determines the quality of the next step. If there is a long time between

project planning and implementation, it means that there will be many problems and interventions. When projects are designed, they usually reflect their time findings and needs. By means of these findings, they target some specific objectives and outcomes stemming from the time when project stakeholders conduct their field research. However, the targeted outcomes and objectives of projects might be out of fashion with the presence of long-time evaluation processes. In between planning and implementation, a lot of political changes or field conditions might happen. That eventually results in modifying the projects in terms of the current time necessities. Besides planning projects depending on related fund programs' priorities, these unexpected conditions may also become the reason to intervene the projects' contents.

#### 4.2.1. Knowledge based category:

Projects not planned in line with the PCM rules, together with the interventions at the implementation periods, can totally change and might deviate from their real targets. Even though grant agreement provisions do not allow modification of the basic objectives of projects, because of some substantial changes, they have to be modified based on current situations.

We prepared our project; however, our accepted budget was prepared in 2013! Our project was awarded in 2016 and since this year there have been many changes. That is why we have experienced some difficulties. The contracting authority has revised our project and they have reduced our budget. Actually, we have voiced these issues during the contract signing, but they did not take us into consideration<sup>21</sup>.

This is how the respondent of ISEDP 479 states this process. Like this respondent, all other respondents have emphasized the same issue. In this regard, the statement shows

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<sup>21</sup> Projemizi hazırladık ama projenin kabul aşamasında vermiş olduğumuz bütçe, o dönem içerisinde yapmış olduğumuz harcamalarla ilgili listeler filan 2013 yılıydı! Fakat projemiz 2016 yılında kabul oldu, ondan bu zamana birçok şey de değişti. Yani o bakımdan biraz sıkıntı yaşadık. Projenin yapım süreci ile ilgili revizyona gittiler (Sözleşme Makamı) bütçesinde, düşürdüler bütçeyi! Gerçi bunlar da projenin kabul aşamasında dile getirdik fakat pek bizi dikkate alan olmadı bu konuyla ilgili.

that the fund supplier entity is entitled to revise the proposed projects and their attached documents' contents. This type of intervention might be realistic for projects planned and designed by consultant firms with ruling out the field needs. However, as indicated by the MEs, the budget clearing process is applied to all awarded projects. Since projects are contracted, the staff of implementation unit of contracting authority apply this process among all projects equally. This creates a risk under which even the projects which are few numbers but directly designed in line with PCM rules by the participation of all project stakeholders based on their field research findings are treated same way. That means these project holders will not be able to spend their pre-identified budget in the market, hence, they will apply to modify their budgets many times. Besides, the long-term evaluation process causes important deviations from the planned outputs. The intended project activities should be compatible with the curriculums determined by the authorized institutes under the Ministry of Education or Vocational Qualifications Institution. Because of policy changes and changing conditions, these curriculums might be modified by the assigned bodies and their periods might be extended. For instance, a grant beneficiary may plan its training program period as 60 hours based on time requirements or obligations coming from the authorized institutes. Therefore, the grant beneficiary usually plans its training program depended on course period which implicitly defines the trainer per hour fee and on number of participants. The budget related to this activity includes all these items. However, in the course of two or three years, the planned curriculum might be changed by the authorized institutions and its application time might be increased from 60 hours to 100 hours. The statement given by the respondent of ISEDP 665 is an example of the preparation of an insufficient project and overlaps with the previous example.

Our project has been modified many times in the period of implementation. In our project, it was committed to provide a 108 hours of call center operator center training, but it came out during the implementation phase that there was not an existing module like this! Thereupon, we discussed this situation with the

Ministry of Education Directorate General for Life Long Learning and they created a module matching our course's content<sup>22</sup>.

At this point, this mentioned problem was solved easily because of the relevant institute's character. Since it is a public body, the problem was solved with the help of other public bodies. However, this type of collaboration is not common or realistic for grant beneficiaries who are mostly CSOs. In sum, the long-term period between project planning and implementation induces many problems from which the capacity of fund receiver is supposed to be taken into consideration.

#### 4.2.2. Actor based category;

When we go back to the example given above, the relevant grant beneficiary should modify its budget based on these current necessities. The only way of modifying a budget item is to transfer enough money from one budget line to another. If the project's first proposed budget is revised and decreased by the contracting authority, at this point, the grant beneficiary will either not fulfill this action which will eventually cause deviations from the expected indicators or will use its own financial source which directly require possession of a financial capacity. As the ME respondents clearly indicate, most grant beneficiaries do not have the financial capacity to meet unexpected crises on their own. Under the grant budget annexes, there is a budget item called contingency reserve from which this type of crisis can be managed or met. However, according to the General Conditions of ISEDP, this initiative is not given to the grant beneficiary. The grant beneficiary is obliged to get permission to be able to use this budget item in terms of its needs. Under these sorts

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<sup>22</sup> Projemiz (uygulama döneminde) çok fazla modifiye oldu. Yani projede 108 saatlik bir çağrı merkezi operatörlüğü eğitimi verilecek diye yazılmış, ancak uygulama döneminde böyle bir modül'ün mevcut olmadığı ortaya çıktı! Millî Eğitim Bakanlığı Hayat Boyu Öğrenme Genel Müdürlüğü ile işte istişare yapıldı ve 118 saatlik yeni bir modül program çıkarılması sağlandı.

of circumstances, the project holders apply their own solution in order to mitigate the revealed risks. As the respondent of 1887 states;

Let me explain it like this; let's say you intend to purchase goods with the value of 600 TL and then you try to bargain with the supplier in order to reduce the price as much as you can. Then you make out an invoice with the value of 600 TL when you only paid 400 TL of that money and keep the rest for the expenses of project!<sup>23</sup>

This example by itself is the reason of issuing an irregularity case against the project owners. According to general and specific conditions of grant contracts, this type of practice should be investigated by the relevant institutes and their staff. But the same respondent gives a clarification for this type of tendency and states that the attitude and aspect of fund supplier institutions steer them to conduct these kinds of irregular applications. After indicating that they spend these funds for their project needs and the respondent continues by saying;

During our project planning, we applied to the women shelters and Bar Association and they promised us to provide 50 women participants. During the period of project preparation, we asked ourselves whether these women would come or participate if we gave money to them? Yes, they would! And our project budget was accepted like this and in the justification part it is written that this budget would be delivered as pocket money to these women in order to encourage them to participate. In the fifth month of our project implementation period, the contracting authority ordered us to cancel this budget line because of the misuse of the term 'encouragement'. In this regard, I ask why this project's subject regarding this budget has been awarded then!<sup>24</sup>

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<sup>23</sup> Yani şöyle anlatayım; altı yüzlük bir malı biz satın almaya bir firmanın satın almasını yapar gibi diyorsun işte pazarlığa giriyorsun karşı firmayla düşürebildiğin kadar düşürüyorsun. İşte altı yüz liralık fatura kesiyorsun ama işte dört yüz lirasını ödüyorsun iki yüz lirası kalsın diyorsun yani böyle yapabiliyorsun (projenin diğer harcamaları için para biriktiriyorsun).

<sup>24</sup> ... (proje hazırlık döneminde) sığınma evlerine, baroya başvurmuşuz elli kadın (katılımcı) sağlarız demişler. Bu kadınların psikolojik durumları (dikkate alınmış)! (Hazırlık aşamasında) yani (bunlara) (kendimize sorduk) para verirsek gelir mi, katılır mı? Katılır! Projemizin bütçesi (bu şekliyle) kabul edilmiş ve bu ilgili bütçe kaleminin gerekçelendirme bölümünde bu kadınları, nasıl diyeyim, teşvik etmek için cep harçlıkları vereceğiz denilmiş... Sonra proje almış yürümüş ve biz beşinci aydayız, (tam bu sırada) sözleşme makamı burada teşvik kelimesi geçemez bu bütçe kaldırılın (talimatı verdi). Peki, soruyorum, öyleyse bu sözleşme konusu (bütçe kalemi) neden geçti (kabul edildi önceden)?



It is known that there are lots of these types of budget lines from which the project owners mitigate their external risks or assumption by delivering these budget lines as an encouragement tool. From this example, we can see that even under one umbrella of an institute, there might be different applications. Since the projects are applied by multilateral actors, we should not focus on only judging the capacity of project holders. The presence of all stakeholders should be in a way from which they should collaborate with each other and should create a coherent project management system among all projects.

Our project launched on the 1st of November in 2016, and we started our training programs in December. We got the related permissions for our trainer from their institutes in consultation with our Monitoring Expert, and we made these payments with regard to these permissions. However, in the second monitoring visit phase; we were informed by our ME that the permission we had was not enough and this should have been supposed to be provided by a higher authority. This was in the fifth month of our project. And we had already paid our trainers. We were facing a big problem and the contracting authority said this issue was our fault. As I said, we previously uploaded all documents to the MIS, and during the first monitoring visit, we transferred all these documents to the ME via MIS. Afterwards, we were informed by the Ministry of Education that these trainers could not work over ten hours a week. The contracting authority thusly punished us by cutting our spending budget until their second monitoring visit!<sup>25</sup>

The respondent of ISEDP 724 also added that many project owners have encountered such punishments because of the contracting authorities' incoherent management skills. The relationship between all project sides should be in cooperation. The expected or planned project outcomes are depended on a holistic work approach. That is why creating a team working approach is essential for carrying out sound project

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<sup>25</sup> Projemiz 1 Kasım 2016 itibariyle başladı, biz de Aralık ayı itibariyle eğitimcilerin çalışmalarına başladık. İzleme uzmanı ile yapılan görüşmeler doğrultusunda öğretmenlerin izinlerini aldık ilgili kurumlardan. Bu izinler doğrultusunda da öğretmenlerin ödemesini yaptık. Fakat Mart ayında yapılan 2. izleme ziyaretinde; izleme uzmanı hâlihazırda sisteme yüklediğimiz, daha önce onayını aldığımız izin belgelerinin yetersiz olduğunu ve bunları bir üst kurumdan talep etmemiz, almamız gerektiğini tarafımıza ilettiler. Tabi projenin yaklaşık olarak 5. ayına denk geliyor bu. Ve biz hâlihazırda bu eğitimcilerle ödemelerini yaptık. Burada büyük bir sorun yaşadık ve açıkçası bu bizim hatamız gibi lanse edildi. Ve söylediğim gibi biz bütün belgeleri MİSTİK sisteme (önceden) yüklemiştik. Ve 1. izleme ziyaretinde yine MİSTİK üzerinden yapılan yazışmalar ile bu belgeleri zaten sisteme yükleyip izleme uzmanına göndermiştik. Daha sonra bu eğitimcilerin haftalık on saatten fazla çalışmayacağı tarafımıza iletildi MEB tarafından...tabi ortaya fazla bir ödeme çıktı eğitimcilerle yönelik...ikinci izleme ziyaretine kadar olan dönemde günlük ödeme yapıldığı öne söylenerek bütçemizden kesinti yapıldı!

management. The actors involved in different aspects of project implementation should direct and inform each other in order to enhance the lesson learning process. The thing that we understand from this statement given by the respondent of ISEDP 724 is that complicated bureaucratic procedures between different public entities might mess up the implementation of a project. At this point we clearly see that the grant beneficiary is the one who should be punished because of the experienced result. The qualification of fund supplier institutes' staff is vital. They are a focal point of projects and they usually take a crucial role by which all project stakeholders conduct their own activities. As we can see from the OIS of ISEDP grant scheme, the operation beneficiary of this grant scheme is the Turkish Employment Agency (İŞKUR) (HRD OP, 2012). The contracting authority's experts should collaborate with the operation beneficiary, since this agency is in charge of monitoring thematic problems. The bureaucratic requirements regarding civil servants' assignments should have been detected in advance with the guidance of İŞKUR thematic experts. If that had happened, the project budget of related grant beneficiary would not have been cut, and the grant beneficiary would not have been faced with this sort of problem. That shows the importance of having multi-stakeholder working experience. For projects based on EU project management compulsories it is an obligation for all project sides to follow PRAG rules. PRAG rules determine all management processes and provide the designated forms and steps which should be applied during the project life cycle. This requirement is articulated in the contracting dossiers and project owners together with their stakeholders are obliged to be aware of the PRAG rules. Since it is really a detailed document, without having some experience, it is nearly impossible for a grant beneficiary to follow all PRAG provisions. For this reason, the Contracting Authorities usually establish their own Project Implementation Guidance based on PRAG rules. However, even these types of manuals might be difficult to use for the beneficiaries who do not possess previous EU project experience. At this point, contracting authority experts, ME, are put in place and they are assigned to guide the projects' team. These MEs carry out their observations either by using MIS or by carrying out monitoring visits on the projects' premises. Before projects launch, through these experts, the

Contracting Authorities usually organizes a training program for the projects' team and these people are trained within the scope of project implementation rules in line with PRAG provisions. To be able to apply these provisions, the project stakeholders should have enough level of knowledge and have a qualified team. This requires establishing a strong team who can be involved in the process with their own genuine result-based approaches. However, the field realities show that not having a qualified project team is one of the biggest problems for the implementation of projects. This problem occurs because of either project stakeholders' attitudes or the market realities regarding employment of a qualified project team and retain them into project life cycle.

Project owner tends to manage all processes by himself/herself, ranging from education policy, training expertise, consultancy; things which are supposed to be managed by human resources. For example, they try to manage the procurement process by himself/herself! When you go into that detail, you should possess a capacity covering all these items. No project owner possesses this capacity...Project owners prefer to assign a person who is either their acquaintance or a member of their institute. Even though it is not enough, we still prevent this kind of thing within limits, but sometimes we cannot prevent these tendencies.<sup>26</sup>

The ME-II describes field application in practice in this way. The preference of working with their own acquaintances show that there is an expectation for the project owners. Since the ISEDP is articulated on the basis of employability of disadvantaged people, the human resources budget heading is the most prominent budget section among other expenditures. The main structure of the program is related to skill-building and improving the capacity of target groups by providing training programs to them. The human resources budget heading contains two components which are technical and administrative (support) staff. Because there are lots of courses undertaken by the grant beneficiaries, the number of administrative staff is usually

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<sup>26</sup> Proje sahibi insan kaynaklarının yapacağı işi kendisi yönetmeye çalışıyor, eğitim politikası veya eğitim uzmanlığı, danışmanlığını kendisi yapmaya çalışıyor. Satın alma sürecini kendi yönetmeye çalışıyor vs. Bu kadar detaya girdiğinizde bunların hepsinde kapasitesinin olması lazım. Yani bir satın alma sürecini iyi bilen birilerinin olması lazım. Hiçbir proje sahibinde bu yok örneğin...Proje sahibi, kendi üyeleri içinden veya kendisine yakın olan birisini görevlendirmek istiyor. Ne kadar yetersiz olsa bile bunları da belli sınırlarda engelleyebiliyorsunuz, belli sınırlardan sonra engelleyemiyorsunuz.

fairly high in order to track and archive all course and other relevant activities. And other technical staff are mostly composed of project coordinator, project coordinator assistant and technical experts. When we review all targeted projects' budget sheets, over forty percent of budget lines are allocated for human resources. This budget headline can be easily exploited based on the grant beneficiaries' intentions. The findings reached in the field show this exploitation approach. The statement given by the ME-I intersects with the abovementioned practices.

The intention of using projects for different purposes also affects the conceptualizing of project targets. These different purposes are associated with making some money from the projects! It does not only mean to seek benefit, it also might be related to assigning some people to project activities or also might be related to benefiting from procurement expenditures! I honestly tell that this type of business should go on.<sup>27</sup>

That expression clearly shows that many project stakeholders firstly aim to increase the employability of their own people and then other target groups. The projects allow them to establish their own human resources. But the realities voiced by the MEs reflect that most of these human resources are not qualified and this type of standard eventually causes problems about project implementations. To interview with two different sides reveals another reality based on each sides' expectations and experience. Contracting authority experts look at the frame with the purpose of implementation of reasonable project plans. They indicate that the grant beneficiaries should strengthen their technical capacities through their human resources in order to apply PRAG rules and their own commitments. That is a logical and grounded suggestion. However, the grant beneficiaries voice other technical problems that most grant beneficiaries face because of the thematic character of their projects. One of them touches on the contradictions appearing between their project team and project participations at the period of project implementation.

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<sup>27</sup> Projelerin farklı amaçlar ile kullanılması da proje hedeflerinin yanlış kurgulanmasını etkilemektedir. Farklı amaç projelerden biraz gelir elde etmedir! Bu sadece bir çıkar anlamı taşımaz. Projede bazı kişilerin çalışması da olabilir. Satın almalarından farklı gelirler elde etme de olabilir. Yani şunu söyleyeyim samimiyetle bu işlerin yürümesi lazım!

Since our community mostly consists of disabled people, we thought to establish a project team who would understand our community, know our problems, breathe the same air as our community. However, the contracting authority told us that the members of our association and executives could not be assigned as human resources because this type of application would cause a conflict of interest. For this reason, they directed us to find other people outside of our community. We told them that it would be a mistake and we added that we had to find human resource personnel who could understand our needs. Finally, the contracting authority forced us, and we ultimately hired people from outside. Yes, these people that we employed only focused on their own benefit and on the fiscal dimension of our project. They did not show any approach regarding how we could find these target groups, how we could sustain our project with the participation of these target groups, or how we could improve the social inclusion of this project. Like the contracting authority, these human resources personnel just focused on the fiscal dimensions of the project and benefits that they got. The real conflict of interest situation appeared via this. The contracting authority helped to create a conflict of interest by preventing our members from participating in our project as human resources.<sup>28</sup>

The indication given by the respondent of ISEDP 479 reveals an awareness. Two contracting sides have different aspects and they both focus on different priorities. On the one hand, the grant beneficiary is aware of the requirements deriving from contractual provisions, while on the other hand, the contracting authority usually focuses on the monetary issues and omits the significance of the project's social character. The social project should not be looked at in the same light as engineering projects. Mathematical equations might be invalid for social content projects. The role of the individual or the reaction of groups can be predictable, but they never exactly match the field realities. There are always some risk mitigation interventions which

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<sup>28</sup> Bizim camiamız engelli camiası olduğundan engelli camiasını anlayan, onların sorunlarını birebir bilen ve onlar ile aynı havayı teneffüs eden insanlar ile ekip kuralım demiştik. Fakat Sözleşme Makamı dernek içerisinde görevli insanların bu işi yapamayacağını bunun bir çıkar ilişkisi olacağını ve dernek yöneticisinin de buna dâhil olamayacağını bildirdi! Bu ekibin dışarıdan herhangi bir yerden bulunması gerektiğini bize telkin ettiler. Biz bunun olmayacağını bu projenin sakat kalacağını, yanlış olacağını çünkü bizi anlayabilecek insanlar ile birlikte yapmanın daha uygun olacağını söylememize rağmen bizi zorladılar ve neticede biz para ile birilerini tuttuk. Evet, para ile tuttuğumuz insanlar sadece parasal boyutuna baktılar projenin ve ne kazanırız baktılar. Yani projenin sosyal bir boyutu ne olur bu engellileri sahada nasıl buluruz nasıl onlar ile bir diyalog kurarız, nasıl onları bu projenin içerisine dâhil edebiliriz ve bu projeyi onlar ile nasıl sürdürürüz? Yani böyle bir yaklaşımları olmadı. Aynı onlar gibi, yani kurum maddi boyutuyla nasıl bakıyorsa, projeye dâhil ettiğimiz ekip de aynı gözle projeye baktı. Maddi boyut ile çıkar ilişkisi ile baktı. Asıl çıkar ilişkisi orada oluştu işte. Bize çıkar ilişkisi oluşur deyip bizi dâhil etmeyen kurum işte asıl çıkar ilişkisini o şekilde oluşturdu.

should be applied by both the contracting authority and other project stakeholders. Nevertheless, we should admit that most grant beneficiaries are not aware of the contractual provisions that they have signed.

#### 4.2.3. Knowledge based category:

As mentioned above, the special and general conditions of grant contracts load responsibilities on the shoulder of contract sides and they must apply their actions, which are indicated in their project application's documents, based on these provisions. All responsibilities are drawn up under the general conditions, and the grant beneficiaries accept these provisions by signing the contract. These special and general conditions stem from the PRAG rules (ANNEX II, 2018). Therefore, the grant beneficiary is entitled to say that he or she does not have enough knowledge about the related rules. In returning, the contracting authority should give guidance to the beneficiaries either through training programs or MIS system or monitoring visits. The expression given by the respondent of ISEDP 643 is a good example for this matter.

We do not have to know the PRAG rules in the same way the contracting authority does. We do not have time to look at PRAG and read it, we have lots of things to do! We move with a feeling of trust towards HRD OS. For example, these PRAG rules are valid for other Contracting Authorities too. Did we face some problems with these entities? Currently, we are implementing a project under climate program together with another contracting authority. We do not have this kind of problem with them. In short, having these kinds of rules are not important, the important thing is how the Contracting Authorities apply these rules. This is not only our problem Did you talk to other grant beneficiaries. I think that all of them have the same problem.<sup>29</sup>

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<sup>29</sup> Bizim o PRAG kurallarını onlar gibi (Sözleşme Makamı) bilmemize gerek yok. Açıp okuyacak zamanımız da yok, bizim bir sürü işimiz var. Biz onlara (HRDOS) bu güven duygusuyla hareket ediyoruz. Mesela diğerlerinde de (diğer sözleşme makamları) PRAG kuralları geçerli. Bu sözleşme makamları ile yaşadık mı bu sorunu? Şimdi İKLİM programının projesini yürütüyoruz başka bir sözleşme makamı ile, yaşıyoruz böyle bir sorun. Yani kuralların olması önemli değil, o kuralları bu

Contrary to this grant beneficiary's statement, grant beneficiaries are obliged to know the basic frame of PRAG rules. In the absence of the required knowledge, they have to apply to the contracting authority through their ME and get feedback for their questions. This type of relationship requires a culture of collaboration between the relevant sides. The committed outcomes are not only bound to the grant beneficiary; the contracting authority should also take action in order to facilitate the process and help the beneficiary reach the project achievement indicators. The quality and intensity of dialogue between sides determines the level of their cooperation. Ultimately, the grant beneficiaries carry the objectives aimed at by policy makers and public institutes into effect. The efforts made by the grant beneficiaries are supposed to be involved in enhancing active labor market policy, according to the ISEDP program contents. The monitoring tool is one well-known application for EU project implementations. Through this tool, the contracting authority can measure recent progress and, based on its findings, it can give advice to the project team and take action on problematic issues. That undoubtedly happens due to bilateral relationships. Contracting authority experts should see projects which they are responsible for as their own. This sort of embracement always eases obstacles and helps to produce the desired outputs. However, the findings show that the contradiction between grant beneficiaries and their project contracting authority in the field was high level. As the respondent of ISEDP 479 states;

The contracting authority has an opinion from which the executives think that it would be conflict of interest if their experts keep in touch with us. They think that it would be a misunderstanding as if they look after or favor us. But it is not true, we can solve our problem by getting together. We cannot solve our problems by corresponding with each other in a virtual environment through MIS. We should touch base with each other, we should listen to each other. We are a disabled community. Observing us through a glass ball and a virtual platform or steering us via these tools are not successful.<sup>30</sup>

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sözleşme makamının nasıl uyguladığı önemli. Sadece bizde değil bu problem. Diğerleriyle (hibe faydalanıcıları) konuştunuz mu? Hepsinde sorun olduğunu düşünüyorum!

<sup>30</sup> Kurumda (hibeyi veren kuruluş) şöyle bir kanı var, yöneticiler diyor ki yani oradaki bütün personel, bizim birebir ilişkiye girmemiz çıkar ilişkisi oluşturur. Bir kesimi kolluyormuş, gözetiyormuş görüntüsü

Like this respondent, others also indicate the same problems and complain about bureaucratic obstacles. However, that would be unrealistic to generalize this indication on all MEs. As I mention many times, every indication also contains its contrast. All project stakeholders are ultimately responsible for one project, while most MEs are often responsible for several projects at a time. When we consider the qualification of competence of project owners, the MEs' responsibilities go beyond to their own time schedule. As well as giving feedback about each received procurement dossier, the MEs are also responsible for tracking all projects progressives on a daily base, for conducting monitoring visits based on projects' premises, for answering questions received from MIS, for checking all project technical and financial reports and other things. When we look from this perspective, as the respondent of ISEDP 724 addresses, the work load situation also becomes a problematic point for project implementations.

I think that the technical MEs do not sufficiently get involved in the projects and examine the project progresses. They reflect their deficiencies on project holders. I think each MEs has ten or so projects, I do not have full knowledge of the numbers but there is a reality like this!<sup>31</sup>

It is valid for the Contracting Authorities that they should arrange their human and other resources based on their planned work schedules just the same as it is expected from the grant beneficiaries. Based on different program priorities and commitments, the contracting authority is also under commitment to fulfil its programs within the defined period limited by the financial agreements.

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oluşturur. Hâlbuki hiç alakası yok, biz neticede oturarak problemleri çözebiliriz. Sadece sanal ortamda (MIS) yazışarak çözemeyiz. Birbirimize dokunmamız lazım, birbirimizin sesini duymamız lazım. Zaten biz engelli camiasıyız, bizi sanal bir ortamın içerisinde, içinde cam fanusun içerisinde takip etmek, oradan yönlendirmeye çalışmak da pek başarılı bir sistem değil yani.

<sup>31</sup> Teknik izleme uzmanlarının projelerin içerisine çok fazla dâhil olmadıkları, yeterince incelemediklerini birçok aşamada ve açıkçası kendi eksikliklerini tarafımıza yansıttıklarını düşünüyorum. Tabi burada o kişileri de zan altında bırakmamak gerekiyor. Sanırım bir izleme uzmanının on kusur projesi var, çok sayılara hâkim değilim ama böyle bir durum söz konusu açıkçası.



#### 4.2.4. Actor based category:

In conclusion, project management is directly related to the grant beneficiaries' competences including human resources, technical and financial capacities and the competences about PCM knowledge. In my field study, all interviews show that most grant beneficiary representatives have very little conceptual knowledge. Concepts regarding internal control systems, outputs, outcomes, results and reporting are vital and they contain key words for implementing sound financial project management. My observations in field have revealed that there is a confusion between outcome concepts. The grant beneficiaries do not have enough competence to distinguish differences between the concepts of output, outcome and result. These concepts are directly linked with the projects' short, middle and long-term conclusions. In a basic mentality, the grant beneficiary should know that the concept of output is activity based on project conclusions, while the concept of outcome is acquired at the end of project implementation and it is directly related to project's committed indicators. Activity based on provided outputs help the realization of expected outcomes. The concept of result covers all acquired findings and received conclusions which finally help the next generations of projects and help to enhance lesson learning processes. Therefore, these concepts should be understood by the grant beneficiaries in order to have a grounded project implementation synchronized with the Contracting Authorities and other project stakeholders. In addition to this, the grant beneficiaries should create their own internal control system by which they can prevent the unexpected outputs and take measures to prevent risks. This control system requires regular meetings and field-based monitoring visits. Project teams should submit progresses to project stakeholders. In this regard, the project owners together with their participants should assign some members of the project's team as quality assurance officers. As well as getting benefit from the monitoring reports drawn up by the contracting authority staff, these assigned team members should also perform their own internal monitoring system by undertaking weekly or monthly meetings,

observing the quality of archive systems and the quality of articulated reports, tracking data input into the MIS system, and taking action against unexpected or foreseeable output or activity-based deviations. In addition, these officers should inform all project stakeholders and lead information management among the other team members. This requires an organization of a qualified project team. However, the data show that most project grant beneficiaries have given all initiative to the either consultant firms or the employed staff who have mostly left after the project closes. That means that legal representatives of projects are often alone at the end of the project implementation period and they are asked to fulfil their reporting obligations. I will analyze this matter comprehensively under the project sustainability chapter. My observation has been supported by the ME-III as;

There are three actors; the firm who writes the project, the grant beneficiary who implements the project and the contracting authority who gives the funds. These first two actors are mostly together when the project is designed. After signing the grant contract, these consultant firms withdraw and only the grant beneficiary remains because they usually experience some problems with each other. And we as the contracting authority, without working with the people who design the projects, are left alone with the representative of the related grant beneficiary who does nothing but sign documents. We all know that happens exactly like this; we sign the project and contract, afterwards one day, the project owner calls us and says that he or she does not have the logical frame and application form of project and he adds that the consultant firm does not share these documents with their institute!<sup>32</sup>

This statement shows that most project owners have their project contents prepared by a third party by creating a financial relationship with them. This type of integration between consultant firms and project applicants concludes with the acquisition of unwanted project results and, hence, proves my assertions regarding the affects of the

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<sup>32</sup> Şimdi burada üç tane aktör var. Projeyi yazan firma, uygulayan proje sahibi yararlanıcı, bir de hibeyi veren biz. İl iki aktör projenin oluştuğu aşamada çoğunlukla birlikteler. Sonra sözleşme imzalandıktan sonra bu firmalar aradan çıkarılıyor. Yararlanıcı kalıyor. Çünkü yararlanıcı ile firma arasında genelde bir şey oluyor sıkıntı oluyor! Ve siz (Sözleşme Makamı olarak) projeyi yazan insan ile ekip ile çalışmıyorsunuz ama projeye dair hiçbir şey bilmeyen sadece imza yetkisi olan hibe faydalanıcısı ile baş başa kalıyorsunuz. Tamam, şimdi hatta şöyle oluyor bunu hepimiz biliriz. Projeyi imzalıyoruz, sözleşmeyi imzalıyoruz. Sonra yararlanıcı bir gün telefon açıyor diyor ki; ben de diyor mantıksal çerçeve yok, başvuru formu yok firma da bana vermiyor diyor!

inclusion of consultant firms into projects in terms of their profit-making goals. In the end, project owners remain alone with the obligations of overcoming committed and designed risky activities. As a contracting authority, the related fund supplier carries out its own verification control system over the project activities and asks the project owners to fulfill their commitments regardless how these indicators regarding project commitments have been pledged. Since consultant firms mostly do not give any undertaking about being involved in the implementation phase of the projects, the project owners create their relationships with these entities irrespective of their future obligations or necessities. And because the grant scheme funds are delivered to the applicants without giving serious attention to their financial and technical capacities, these types of exploitations coming from market realities might be faced and the projects which are planned to help vulnerable and disadvantages people become unsuccessful for this reason.

### **4.3 Project Outcomes and Effectiveness**

Project outcomes are signs of a project's accomplishment. The commitments given by grant beneficiaries are supposed to be realized at the end of project execution. That means that the grant beneficiaries are obliged to reach the indicators committed to at the phase of contract signing. As a requirement of PCM, all related project sides should be involved in the implementation processes in line with their designated roles. The success of projects is not only related to the grant beneficiaries' efforts, it also depends on the level of contribution from fund supplier institutes. Contracting Authorities together with the operational beneficiary should facilitate all project's contents in order to provide a sound financial project management structure. The contribution of the contracting authority happens through their monitoring and evaluation process. Due to this tool, the contracting authority grounds its findings and gives some advice to the project holders based on their reports. In return, the grant beneficiary is required to

share its findings and challenges with the contracting authority. This type of relationship improves cooperation between different entities and eventually causes the development of cooperative partnerships. Since the ISEDP program focuses on increasing social inclusion and employability of disadvantaged people, the awarded projects have been required to serve this designated thematic area. The public institutes in a different level of contribution are involved in issuing the social provisions towards the citizens who are in need. These kinds of grant scheme programs are applied as a complementary phase of these policies. However, some different social policies inherently might contradict each other. Due to social provisions, nearly all disabled people receive monthly payments based on their rate of disability from the Turkish state. This is a necessity for governing a welfare state. These disabled people are also involved in fund programs from which their skills are targeted to be improved in order to direct them into business life. The above-mentioned aids are applied to the other disadvantaged groups as well. According to Ministry of Family and Social Policies data, there are six main aid headings: family allowances, training aid, aids for disabled people, aids for purpose-made, health aids, aids for foreign. Each them include many different sub headings regarding aid provisions (Sosyal Yardımlar Genel Müdürlüğü, 2018).

#### 4.3.1. Actor based category;

Field studies and observations show that these social aids intersect with project targets time to time. The contradictions which have happened because of the main mentality of applied policies affect the outcomes of executed projects.

We have committed to provide employment for five participants. Within the scope of this, we have received some offers from firms, particularly from Istanbul, during our implementation phase. These firms have submitted their offers about what these participants will do and how they will work! Our participants are high school graduates. High school graduates do not usually receive these kinds of offers in Istanbul. They have gotten good offers!

However, their families' negative attitudes have been dominant. These families have said that firstly their children cannot work in a business and secondly, they are afraid of losing their fixed incomes. For example, one of our participants whose name is Mehmet has a 2.150 TL fixed monthly income. He firstly receives 1350 TL monthly because of being disabled and, secondly, he receives other aids mostly from the municipality and other institutes. His total income is 2.150 TL monthly... Nearly all our project participants gain this amount of money. They live in Ankara and make money without working. And their families know that they will lose that amount of money because of the laws. If their children start working, these families will lose their care benefits. This situation has been an obstacle for our projects and we have not been able to overcome it!<sup>33</sup>

The statement given by the respondent of ISEDP 2081 clearly shows that, firstly, this project has not taken the project target groups' social characteristics into account, which means that there was no field research carried out at the identification phase by including stakeholders' analysis; and secondly, the inherent traits of active labor market policy contradict welfare state provisions. As indicated in the theoretical framework, the active labor market policy requires and prioritizes an individual responsibility, and this policy aims to improve a person's skills in order to allow them to stand on their own feet. As a content of neoliberalism, social provision rights are burdened on the shoulders of workers and they have to provide their own entitlements by paying taxes and other insurance payments. In accordance with law no 2022, under article number 7, it clearly indicates that the people in need their family or caretaker are not entitled any salary and care benefit if they are registered under social insurance (Resmi Gazete, 2003). With ruling out these realities, the design of a project is unsuccessful right from the beginning phase. As Esping-Andersen indicates, family

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<sup>33</sup> İstihdam olarak 5 kişinin istihdam edileceğini taahhüt ettik. Bu kapsamda (uygulama döneminde) teklifler alındı, özellikle İstanbul'da götürdüğümüz firmalar öğrenci istedi...Ve tekliflerini sundular, direkt, hangi şartlarda bu kişilerim nasıl çalışacaklarına dair... Bizim kursiyerler, lise mezunu. Lise mezununa İstanbul'da o şartlar altında böyle bir iş teklifi sağlanamazdı. Ve iyi de teklifler aldılar! Ama ailelerinin olumsuz bakış açısı hakimdi! Birincisi bunlar bir şey yapamaz, bunlar bir işte çalışamaz diyorlardı, İkincisi sabit gelirlerinin kaybolmasını istemiyorlardı! Örneğin, Mehmet denen bir kursiyerimizin, 2150 lira sabit geliri var, aylık. Bir engelli olduğundan yanlış hatırlamıyorsam aylık 1350 lira. Birde belediyeden işte oradan buradan gelen paralarla 2150 lira geliri vardı, aylık...Hemen hemen hepsi (tüm kursiyerler) bu parayı kazanıyordu. Şimdi Ankara'da çalışmadan bu parayı oturarak, kazanmaları varken, onlar için çalışmaları bir dezavantaj. Aileler de bu geliri kaybedeceklerini biliyordu (yasa gereği). (Kursiyer-Çocuk) Gittiği zaman (aile) bakım ücretini alamayacak, bu bizim için bir handicap oldu. Biz bu handikapı projemizde aşamadık!

dependents rely on the main carrier who is the breadwinner of the relevant family (Esping-Andersen, 1996). This sort of dependence is common in conservative type countries like Turkey. The family creates its own social security and income structure based on the earner. In the above case, the main earner for the families are their disadvantaged or disabled members. Together with receiving all types of aids, these families provide for their needs through their members' social aids This point is the most important parameter for ISEDP program participants. And project holders must take this issue into consideration at the phase of current situation analysis.

#### 4.3.2. Knowledge based category:

With the purpose of clearly understanding the results of selected projects, this study has focused on the ones which have committed to enhance employability among target groups. And the field-based findings show that most of these projects have not been successful in terms of their commitments.

When we applied to this program, we aimed to provide training to the target group and to get them employed! This was our intention. However, budget cutting by the contracting authority affected our actions. For example, they did not allow us to give daily food allowance to participants...In conclusion, we could only get one participant employed out of 60...Because, the market does not see your competence. When you are a disabled person, the market usually looks at the report that you have. I do not hire this person, the market says, because it is risky to employ a disabled person. He or she might fall down or might be injured. The employers do not want to take responsibility. With regard to this reality, we made a request to the Ministry of Labor and Social Security. And they told us that they took one copy of project outcomes and they would take into account the results. However, nobody ever got back to us!<sup>34</sup>

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<sup>34</sup> Biz bu programa başvururken en az 60 engelli iş ve meslek eğitime vererek kalifiye eleman yapacağımızı ve bu kişileri istihdam edeceğimizi planladık. Niyetimiz oydu bizim. Fakat bütçemizden birçok kalemin kesilmesi ve verilmemesi bizi etkiledi. Mesela (kursiyerlere) yemek parası verilmedi...Sonuçta sadece 60 kişiden 1 kişiyi istihdam ettirebildik...Çünkü piyasa, senin elindeki becerine bakmıyor artık. Engelli olduğun zaman raporuna bakıyor, engelli. Ben bunu almam diyor piyasa, ben bunu istemiyorum diyor. Çünkü engellinin riski var bir işletmede çalışırken. Düşebilir,

This expression given by the respondent of ISEDP 479 is another tangible point of the indications given in the project preparatory phase. This project is also designed with ruling out field realities. Since the project was designed by a consultant firm, they did not take employability variables in the field into account. As the related respondent states, they just planned to reach the mentioned indicators. But in succeeding conversations, it appeared that the project stakeholders did not conduct any field research before designing their project contents because of lack of PCM knowledge and lack of institutional capacity and project management competence. The result that they reached shows the importance of identification and formulating phases.

#### 4.3.3. Actor based category;

Additionally, my research indicates that most vulnerable people, particularly women, cannot work after taking a vocational course because of not being able to get permission from their family. It is not easy to split vulnerable people's sociological statuses from their family and the social environment in which they live in conservative countries like Turkey. Individuals, especially in low income neighborhoods, usually act and make decisions based on their social sphere. Therefore, a project which targets these types of disadvantaged people should take into account target group social statuses and the level of their networks in the community where they live. Accumulating data from this social stratum will ultimately help to overcome predicted and assumed risks and also will enhance the rate of target group participants. Contacting decision makers in the target groups' community undoubtedly facilitates to process the planned actions. That is why projects' content should be comprehensive and should include other indicative actors into project activities. This type of

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herhangi bir şey olabilir, başına bir şey gelebilir. Bunu üstlenmek istemiyor özel sektör ya da devlet! Devlete bu konuda şeyimiz oldu, talebimiz oldu devletten özellikle, Çalışma Bakanlığından öyle bir talebimiz oldu, onlar da bize bu projenin çıktısının alındığını, bu konuyu değerlendireceklerini söylediler fakat herhangi bir geri dönüş de olmadı.

intervention is valid for providing a sustainable project cycle. An advanced level of local ownership is the guarantee of proceeding the project activities.

Yes. The outcomes that we have acquired have not met our targets. Let me explain it like this; for example, we have targeted to employ 100 people. At the end of our project, some women (participants) did not want to work. Some of them did not like the work hours and some of them did not like the job type.<sup>35</sup>

The respondent of ISEDP 641 point out the weakness of their project design. Most women trainees do not prefer to work in the market because of their other obligations. Some of them do not prefer to work because of long work hours, some does not feel secure, some worry about their children's situations, and some of them cannot get confirmation from their family (T.C. Başbakanlık Kadının Statüsü ve Sorunları Genel Müdürlüğü, 1999). The statement given by the respondent of ISEDP 641 intersects with the finding given above. The results that the related project reached show us that the grant beneficiary has designed a project irrespective of target group's members sociological situations. Under this type of circumstances, the project designers should contact the relevant target group members who will become their main intervention area of the project. Ultimately, projects which include sociological themes directly serve the target group's needs and, implicitly, aim at the development of this group's life quality. However, designing a project and ruling out these people's needs and priorities, detected and defined by them, is the wrong way of launch a project. To touch on the experienced problems is the key element of the identification phase of a project. It means that projects should incorporate experienced practices reflecting target groups. As indicated above, some of the target group members of the project were not involved in any work opportunities. At this point, I should ask what motivation or challenges pushed these women back from the job opportunities given to them and why this type of tendency was not predicted by the project implementors. We can easily see that the project designers believed that these target group members would

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<sup>35</sup> Evet elde ettiğimiz sonuçlar tam olarak hedeflerimizi karşılamadı. Şöyle bir açıklama yapayım mesela biz yüz kişiyi istihdam etmeyi hedeflemiştik. Proje sonunda mesleği öğrenen ancak çalışmayı hedeflemeyen çalışmak istemeyen kadınlar oldu. Bulduğumuz işleri beğenmeyen insanlar oldu. Çalışma saatlerinin uygun olmadığını düşünen insanlar oldu.



take any job regardless of their other obligations. However, in Turkey is women who take all responsibilities about the household and childcare. Without giving attention to these realities, designing a project for women in Turkey is meaningless and it can be easily predicted that those who are the main target group of this project cannot easily give up their social roles. Before designing their project, during the identification phase, the project owners together with their participants should have conducted a field study and met with their target group members in order to understand their situation and obligations. The indication given by the related respondent shows that the project stakeholders did not carry out any pre-research in the field in order to picture the field reality and role of other figures on the target group. This illustration by itself proves that the collaboration between different sides is an essential for reaching the planned outcomes.

Looking back at disabled target groups, the current policies contradict the ISEDP program contents. As the respondent of ISEDP 479 states, the market actors including public institutes do not want to take risk by employing disabled persons. The active labor market policy, adopted by the state during the EU enlargement period, does not totally correlate with market realities. Market owners calculate all possibilities including their labor productivity based on the hired person's performance. Even though disabled persons are well educated or certificated by an authorized institute, they are not preferred to be employed because of their physical or other sensitive conditions. The provided vocational courses under ISEDP program, at this point, have become worthless from the perspective of these special target groups. Two project sides, the contracting authority and project holders, signed a contract by ignoring the future risks. And as a result, the project started with the aim of employing sixty participants and has resulted in hiring only one participant.

...it is difficult to reach this level (to open a store with the help of project fund) with our own resources. There are not many opportunities in the private sector to employ an orthopedically disabled person. The employer should design his/her workplace's physical conditions based on these people's needs like washrooms, entry and exit roads, elevators and so on. These require a cost and

that is why the employer is not willing to employ a disabled person...I say, we do not need money. Do not give us money. Instead of this, you (as the fund supplier) provide me two trainers and we improve this workplace together. Rather than giving money, you (as authorities) ensure work opportunities for these participants.<sup>36</sup>

The respondent of ISEDP 330 indicates the simple contradiction between market and employment policy. Although this project is designed by the project stakeholders without getting any help from any consultant firms, the achieved results cannot be used in the way they are supposed to. Under this project, the project owner has established its own production center based on art studies and they have been producing handmade items by using the equipment purchased by the project fund and selling them into market. The indication directly shows that the fund suppliers together with the contribution of public institutes encourage the project owners to apply to vocational training programs in order to improve the individuals' skills, particularly the vulnerable ones; however, they do not give attention to market dynamics. It is known that there are some government promotions on the employability of disadvantaged people, but it is obviously seen that the market actors do not reply in a positive manner to these promotions. The same respondent, who established his own workplace via project funding, continues by saying;

We committed to employing four participants, but we have some problems. Currently, eleven disabled people work for us, but only three of them are insured. You cannot provide social insurance, why? Because the person who receives 1450 TL per month as care benefit does not come here to be involved in business life. You do not know what will happen tomorrow...This is one of the biggest problems of the country. We, particularly me, have voiced this problem many times. There were 147 projects under the ISEDP program across Turkey, the ones which committed to enhance employability all failed. For example, I have a participant whose father is retired from X bank. Because this kid gets benefits

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<sup>36</sup> ...kendi imkânlarımızla buraya gelmek çok zor! Yani ortopedik engellinin çok fazla istihdam edildiği özel sektör yok. Çünkü ona göre, (işveren) tuvaletini yapması lazım. Ona göre, girişini çıkışını ayarlaması lazım. Ona göre, asansör ona göre servisini ayarlanması lazım. Bu da işverene külfet olduğu için ortopedik engelliye işe almaktan kaçınıyor... (ilgili kurumlar) buyurun gelin destek olun bana, para vermeyin. Bakın bizim parayla işimiz yok bana vermeyin ama bunu (proje aracılığıyla kurulan işyeri) daha da büyütebilmek için iki tane eğitmenin parasını da siz ödeyin. Bu çocuklar (proje katılımcıları) için bize paradan ziyade iş sahası açın!

from this bank's insurance, you should give him ten years guarantee to ensure this type of insurance, otherwise you cannot convince him to be employed!<sup>37</sup>

Like the respondent of ISEDP 2081 indicates, we can see from this example that the current policies do not support the ISEDP program's goals. The indication given by the related respondent can be proved by examining the Social Security Institution's (SGK) data base. How many trainees and how many target group members have been continuously employed by employers based on their taken course subjects? These questions are the crucial for the measurement of projects' achievements. Since projects' sides and fund suppliers, at this point, do not give essential attention to the subject of sustainability, explained in the succeeding pages, the results of executed projects are taken into consideration only within the scope of their budget realization. Therefore, projects, in time, deviate from their main assertions defined on the basis of development of social inclusion or employability of disadvantaged people. Assignment of CSOs or NGOs for enhancement of employability of disadvantaged people cannot solve the problem by itself. The contribution of state and its institutions are significant as much as other grassroots movements. As long as the market initiatives define the standards for the employability, vocational training programs cannot solve problems regarding social inclusions. Training programs by themselves are not the right solution for overcoming unemployment because the people who are trained based on market business lines cannot overcome the contradictions taking place between market realities and government policies. Since disadvantaged people, particularly disabled ones, are the most prominent people needing social provisions coming from the welfare state character of the state, they do not want to give up their free social security rights in order to be employed. The salary rates in the market are

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<sup>37</sup> Bizim taahhüdümüz 4 kişiyi istihdam etmekti, yalnız şöyle bir sıkıntı var. Şu anda on bir tane engellimiz çalışıyor burada ama sadece üçünün sigortası var. Sigorta yapamıyorsunuz, neden? Çünkü 1.450 TL evde bakım parası alan engelli gelip çalışmıyor. Çünkü yarının ne olacağı belli değil. Bu ülkenin en büyük sorunu zaten. Biz bunları projenin her toplantısında, özellikle ben çok dile getirdim. 147 tane Türkiye genelinde proje vardı istihdam konusunda bütün projeler patladı. İstihdam edemezsiniz...kayıt dışı istihdam yapmak zorundasınız. Mesela burada benim bir tane engellim var. Babası X bankasından emekli...bu çocuk X bankasının sigortasından faydalanırken siz onu istihdam ettiğinizde on yıl garanti vermeniz lazım eğer 10 yıl Garanti veremezseniz o kişiyi siz istihdam edemiyorsunuz.

almost equal to their social aid amounts. As indicated above, these people are not entitled to keep this social aid when they are employed.

Obviously, acquirement of unsuccessful project results is also related to excessive targets committed to by grant beneficiaries. Their inconvenient targets create unsuccessful results. The pre-preparation phase of projects is worthless unless they reflect the field realities. This is the issue which field studies have shown. As a complementary statement for these field-based findings, ME-IV states that

Under ISEDP, grant beneficiaries, particularly CSOs, who have their projects designed by consultant firms face many difficulties. The beneficiaries who have defined excessive targets also do not have the capacity to manage the given budgets also face problems regarding project management rules. They mostly encounter budget deductions. Actually, this situation should not be limited only to CSOs, public institutes such as municipalities also do not have the capacity to implement their projects. Most of them have implemented projects without having knowledge of their contents.<sup>38</sup>

When the subject is human resources, under social inclusion projects, it is common to see to reach lots of target groups. All interviews done in the field show that most project owners have exaggerated their numeric outcomes, especially prominent are the ones which were prepared by consultant firms. Most project owners together with their stakeholders focus on receiving funding. However, this type of tendency cost them heavily. My interview questions included information about fund deduction rates. Almost all project owners faced these deductions in different ratios. As a requirement of the PCM approach, all faced field outcomes are linked with the pre-preparedness period. This period ensures having deep understanding about target groups, their sociological situations and motivations, and assumptions of external interventions. As long as there is no deviation from general and specific objectives, the ISEDP related

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<sup>38</sup> DESİP projelerinde, özellikle STK'lar projelerini danışman firma veya kişilere hazırlattılsa uygulama sırasında zorluk yaşadılar. Altından kalkamayacakları ölçüde hedef ve çıktı tanımlayan, bütçeyi yürütecek kapasitede olmayan kurumlar sözleşme makamının hibe uygulama kriterlerine uymakta zorluk yaşadı. Bu şekilde proje hazırlayan kurumların birçoğu uygunsuz maliyetlerle karşılaşmak durumunda kaldılar. Aslında bu durumu sadece STK'lar ile sınırlamamak lazım, belediye gibi kurumların da hibe uygulamanın esaslarına hâkim olmadan ve hatta altına imza attıkları sözleşmenin içeriğine hâkim olmadan proje almaya hak kazandığı durumlar oldu.

contractual provisions and PRAG rules allow the holders to adapt or modify their activities to the current needs. However, the main achievement indicators cannot be changed. Since interventions like changing the number of the target group dramatically or changing the operation field or subject violate competitiveness and transparency codes, the system does not allow project holders to create large scale modifications. However, by means of addendum transactions, project holders can overcome their force majeure situations. Nevertheless, it is seen that commitment to achieve several indicators has caused deep problems for grant beneficiaries.

#### 4.3.4. Knowledge based category;

Most projects, except the ones who have designed their own project in contribution of other relevant stakeholders by conducting field research during the identification phase, have faced these mentioned problems and ultimately, they have not been able to fulfill their commitments. The money that they spent was only used for employing some experts and for purchasing some equipment.

Our project commitments were exaggerated! We did not foresee something, we said that we somehow could do it; however, when we were engaged in this business, we saw that it was not that easy and finally, we got punished (fund deductions)! For instance, we committed to reach 2500 people, of course we could not reach this number!... We were able to keep only 48 persons out of 50 women by begging them to stay and by requesting the trainers not to record them as absent. Trainers recorded them in roll call as present, even though they attended one hour because you cannot keep the woman in the training program if they do not want to stay. One participant said that she needed to go home because of her children. Our courses started in the morning and lasted till night and participants said that they could not stay that long! We had 13 participants employed, and one of them was a victim of violence. She was seen by her husband and hastily left the city... One of them went to X city and made peace

with her husband!... Finally, we could keep them in work life for only one month and all of them left from the jobs that they were hired for.<sup>39</sup>

This project (ISED P 1887) was executed to enhance the employability of women who were victims of violence. As the respondent indicates, the number of indicators were exaggerated. Without calculating the effectiveness of receivable funding and target group social motivations, the planned activities resulted in these conclusions. The project shows that the planners did not take into account an ordinary woman's daily life responsibilities. Without paying attention to details like this, preparing a project is an adventure. Each disadvantaged group has their own sensitivities and priorities. These indicative characteristics also define the general perspective project actions. The planned project activities should be designed in accordance with participants' needs and, despite any obstacles, these activities should be facilitated by the project sides. This intervention requires an internal control system which is supposed to be supported by all project stakeholders under their defined roles. In addition to this, the contracting authority also should take action based on received activity-based outputs. According to the statement given by the related respondent, the sides have just preferred to keep applying the planned activities without performing any modification intervention. My field research, at this point, shows that, in general, the success rates of projects are really low because of their excessive achievement indicators commitments. This proves that most projects are not prepared in line with the PCM approach but are inspected or audited based on this approach's requirements.

When we receive a project, we see that there is no coherence between the application form, project budget and log frame! I believe these three documents

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<sup>39</sup> Projemizin taahhütleri şişirilmişti! Yani bazı şeyleri öngörememişiz yani bir şekilde yaparız demişiz ama bir şekilde gerçekten o işin içine girdiğiniz zaman bir şekilde olmuyor, olmadı da zaten ceza da (kesinti) oradan alındı! Mesela on üç kişinin istihdamı sağlandı ama onları işte tutmak zor oldu!... Mesela eğitim olarak iki bin beş yüz kişiye ulaşılacak dedik ama iki bin beş yüz kişiye ulaşamadı!... Elli kadının kırk sekizini eğitimde tutabildik yalvara yakara lütfen gel falan çakma imzalarla falan hocaya 'sen bunu yok sayma bir saatte gelse yaz' falan diyerek kayıt tuttuk. Çünkü kadını eğitimde tutamıyorsun ki kadın diyor "benim çocuğum var" diyor "benim gitmem lazım!". Mesela kurslar sabahtan akşama kadardı ama ben o kadar ben duramam diyor! On beş kişi ilk başta yerleştirdik ama sonra bunlardan birisinin kocası görmüş bunu iş yerinde apar topar buradan ilden terk ettirdiler... Bir tanesi X iline gitti, eşiyile barıştı yani böyle durumlarda oluyor... Tabi nihayetinde bu on üç kişiyi ancak bir ay tutabildik girdikleri işlerde! Hepsi girdikleri işlerden ayrıldılar!

are prepared by different people. As well as the presence of simple statements, you can also see the inconsistency between simple numbers. This exists in almost all projects. It shows this, my deduction is this; probably, people first prepare their budgets, then application forms and finally their log frames, which are supposed to be prepared at the beginning! This brings the problems to us. It negatively affects the application and results. Plus, we all fail at the phase of evaluations because the projection is bad. Implicitly, at least, we are ok, if they conduct their target group analysis, which is the most important one for me, by meeting with the relevant people on the field. Actually, the CSOs and other entities can get help from consultant firms. However, they should know how to manage this consultancy.<sup>40</sup>

As the ME-II indicates, as a requirement of the PCM approach, the projects should be designed by following certain steps. Without calculating or measuring the field necessities or with ruling out of target groups' realities, it is not logical to draw up a budget sheet. Budget sheets should be designed based on designated activities and their contents. And activities are conditioned based on the data gathered or observed from the field. Since there is no coherence between these supportive documents, the processes of monitoring and implementation of activities become problematic for the project team and contracting authority experts. The faults made by the project designers and contracting authority evaluation committee become the trigger for the next wrong steps of projects. That type of project design tendency, as the ME-II states, is common and ultimately, all project sides encounter unwanted outcomes. That means that the disseminated funds are used for nothing. As previously indicated above, the capacity of project holders is another reason for receiving unwanted outcomes. There is a correlation between achievement indicators and project holders' capacity. Even

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<sup>40</sup> Bir proje karşımıza geldiğinde başvuru formu ve bütçesi ve mantıksal çerçevesi üçü ayrı telden çalıyor. Ben diyorum ki üçünü de ayrı kişiler hazırlamış. Çünkü içindeki çok basit ifadelerin dışında çok basit rakamların tutarsızlığını görüyoruz. Neredeyse birçok projede bu var. Bu da şunu gösteriyor. Çıkarımım şu: Yani insanlar herhalde önce bütçeyi hazırlıyor sonra, başvuru formunu hazırlıyor ve ilk hazırlaması gereken de mantıksal çerçeve dediğimiz o tasarımı herhalde en son hazırlıyor diye düşünüyorum. Bu da bize sorunları getiriyor. Uygulamayı da kötü etkiliyor. Hem de çok kötü etkiliyor (sonuçları). Artı projenin sonucundaki değerlendirme aşamasında maalesef hepimiz sınıfta kalıyoruz. Çünkü o tasarım çok kötü ortaya çıkmış oluyor. Dolayısıyla yani en azından hedef kitle analizini iyi yapabilseler en azından ilgili kişiler ile sağlıklı görüşmeler yapsalar ona da razıyız ama bu bölüm ki bence biraz daha çok önemli bunlar çok kötü olunca projenin tasarımı ve uygulaması da maalesef çok kötü oluyor. Yani sivil toplum kuruluşları ya da herhangi bir kuruluş dışarıdan bir danışmanlık alabilir...Lakin alacağı danışmanlığı nasıl yöneteceğini çok iyi bilmesi lazım

though the committed indicators are able to be reached, in some examples, projects cannot be successful because of their experience and capacity. When a project is awarded, it means that together with the relevant project, the financial and technical capacity of project holders have a sufficient level. Capacity, in other words, also means the capability of reflecting project management experience. It does not mean that small scale entities cannot be involved in project applications. They can take the role of a small stakeholder of a project until they learn how to manage activities and mitigate risks and until they improve their level of intuitional capacity. The same ME-II continues with his observations on the question of what the parameter for the grant beneficiary is on fulfilling the duties with a smaller number of participants;

It is the sign of bad design for the grant beneficiaries when they execute their project with a smaller number of participants. If the project concludes its target group participation with 40 people instead of the 100 people they committed to, it means, in reality, the number of this target group is 30 or 40 people. Right? The project owner designed the project incorrectly. Does the fund supplier want to support a project with 50 participants or one with 100 participants? Of course, it prefers the one with 100, it intends to select the second one and it, actually, selects that one. With the same amount of funding, it is always better to reach 100 people for the contracting authority. But, even when the grant beneficiary reaches half the number it committed to, like 30 or 40 people, they still end up with the same amount of money as they would for 100 people from the contracting authority!<sup>41</sup>

The point given by the ME-II triggers a twofold assessment. On one hand, the grant beneficiaries are aware of the situation in which they can be awarded more if they commit to more indicators. On the other hand, the contracting authority wants to reach a greater number of target groups with the allocated fund amount. This attitude, inevitably, encourages the grant beneficiaries to commit to more indicators with ruling

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<sup>41</sup> (Hibe Faydalanıcılarının) Projeyi az kişiyle tamamlamaları ilgili proje tasarımının yanlış yaptıklarının göstergesidir. 100 kişiyi hedefleyip 40 kişi işe bitiriyorsa oradaki hedef grup demek ki 30-40 kişilik aslında. Tamam mı? Kendisi yanlış bir tasarım yapmış oluyor. Fon veren kuruluş da 50 kişiyi mi fonlamak ister, 100 kişiyi mi fonlamak ister. Tabi ki 100'ü seçmiş oluyor, seçme eğiliminde oluyor ve seçiyor da. 100 kişiye ulaşmış olmak aynı parayla neredeyse onlar için daha iyi bir şey. Ama sonucunda hedef kitleye 30-40 kişiye ulaşınca bu sefer de 100 kişi için ayırdığınız fonun yarısına ulaşmış oluyorsunuz.



out their capacities. Thus, there must be a filter system which should prevent inexperienced project holders from getting funding.

#### 4.3.5 Actor based category;

When we look at the assessment criteria and grids, the financial and technical capacity of grant beneficiaries are assessed with regard to their declarations. Like the contradiction between planned targets and reached outputs, in general, their declarations do not match the realities that they are in. With the presence of all other inconvenient conditions together with grant beneficiaries' capacities, unwanted results, inevitably, occur. It is voiced by the grant beneficiaries and focus group participants that none of grant beneficiaries were visited before the signing the contract. Without checking grant beneficiaries' capacity and reality on the basis of their operation premises and the field, these projects were conducted within the frame of their declarations.

We are an entity with a developed capacity. We have experience in project management and we have our own team continuously working. We have a big place including training rooms. The monitoring expert from the contracting authority was shocked when he visited us. He saw our capacity and added that this was the right place to conduct this project. In addition to this, he added that he went to another beneficiary place in Ankara. He said that beneficiary did not have adequate space, but was given the same amount of funding as us! He said that grant beneficiary rented an office on the ground floor of a building just a few days before signing the contract. The date of this grant beneficiary's rental contract was few days of before the signature of contract. These kinds of problems exist. You, as the contracting authority, should visit the grant beneficiary and see its real condition before contract signing!<sup>42</sup>

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<sup>42</sup> Kuruluşumuz kapasitesi gelişmiş bir tüzel kişilik. Daha önce tecrübemiz var (proje uygulaması), sürekli çalışan personellerimiz var. Büyük bir yerimiz var, eğitim merkezlerimiz dahil. Sözleşme Makamından izlemeye gelen de çok şaşırıyor zaten. Bizim ortamı gördü ve görünce şunu dedi; bu proje zaten burada yapılır. Şunu da söyledi bize, bir derneğe gittim! Ankara'da, faydalanıcının yeri yok. Parayı vermişiz, yaklaşık aşağı yukarı bizim bütçemizde aynı ama derneğin yeri yok. Faydalanıcı, sözleşme imzalanmadan birkaç gün önce bir tane daire kiralamış giriş katta. Başvuru formunu imzalamadan

The indication given by the respondent of ISEDP 641 clearly shows that unwanted results occur not only because of the insufficiency of grant beneficiaries, they also occur because of the contracting authority's intuitional capacity. To focus on implementing several grant scheme programs together with other services and supply procurements plus administrative works requires some essentials from which good annual planning approaches and logical personnel deployments are prominent ones. In addition to this, selecting an experienced expert who is involved in the related program's thematic and technical contents and concepts is vital for providing the proper implementation of grounded projects. The role of the contracting authority, at this point, is assessed by the ME-III as;

The planned budget is an estimated thing. On the other hand, there is a budget which is the actual one. If there is a big gap between this two-budget structure, it means there was a problem conceptualizing the project...this unsuccessful period starts with the grant beneficiary, continues with project independent assessors, and finally reaches monitoring experts. For example, the project's planned budget is € 200.000, but the actual one is € 120.000. Either there is a shortage of activity or there is an ineligible cost, or the planned budget is exaggerated. In reality, this project would finish with € 120.000 but it was awarded € 200.000. This is the weakness of the contracting authority in terms of independent assessors. Implicitly, the closeness of planned and actual budget shows that there is good market research conducted by the grant beneficiary. Additionally, the period between project application and contract signing is also important. If you conclude this process in two or three years like our institute (contracting authority) does, then there will be lots of differences.<sup>43</sup>

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birkaç gün önce sözleşme imzalanmış, kira sözleşmesi. Bunun gibi sıkıntılar var, parayı vermeden önce hibeyi vermeden önce bir git gör!

<sup>43</sup> Şimdi planlanan bütçe zaten tahmin edilen bir şey demektir... Bir de gerçekleşen bütçe var. Şimdi bu ikisi arasında uçurum varsa proje kurgusunda başarısızlık var demektir. Bu başarısızlık bir yararlanıcıyla başlar, diki bağımsız değerlendiriciye kadar, bize kadar ulaşır...Örneğin sözleşme bütçesi 200000 Euro, gerçekleşen bütçeye bakıyoruz 120000 Euro. Bir, ya faaliyet eksik kardeşim, bir şeyi eksik yaptın. Bu da başarısızlık. İki, harcadın ama uygun maliyet sayılmadı, dolandırıcılık var. Üç, piyasanın üzerinde şişirilmiş bütçe. 120000 Euro bitecekti aslında 200000 Euro tahmin edilmiş. Bu da Sözleşme makamı kuruluşun bağımsız değerlendirici boyutundaki hatası...Dolayısıyla bu tahmini bütçe ile gerçekleşen bütçenin birbirine yakın olma meselesi hakikaten iyi kurgu, iyi piyasa araştırması, iki; başvuru tarihiyle, sözleşmenin bağlandığı süre arasındaki sürenin çok kısa olması lazım. Bizim gibi 3 yılda, 2 yılda bunu bağlarsanız orada da farklar çıkabilir.

As this respondent points out, the qualification of evaluation committee and the time schedule of program implementation are the determinative factors. Grant beneficiaries should apply what they have planned. The farther the time period between project application and its award process, the more modification should be carried out. The grant beneficiaries should adjust their activities and budgets based on the changes which occur during this period. It means that most projects should be adopted based on their current time conditions. Sometimes a project's specific objective might become invalid because of these changes. At this point, the project holders must draw a new perspective for their own projects in coordination with Contracting Authorities. However, sometimes the contracting authority experts might be in trouble because of the evaluation committee's false decisions. These factors show that projects are supposed to be prepared in a coherent manner by considering all details or affects stemming from different external or internal points.

In addition to these mentioned parameters, the quality of training programs is a determinative point for project outcomes. The curriculums and other training requirements should be designated in accordance with national education or training provisions. In accordance with Law No. 3308, under Article No. 37, the Ministry of Education (MoE) is responsible for coordination of vocational training programs (T.C. Başbakanlık Kadının Statüsü ve Sorunları Genel Müdürlüğü, 1999). Under the coordination of MoE, the designated modules, which contain the curriculums and training methodologies, should be applied by the training providers. However, the quality of training programs and the level of attendees are the critical points which are even voiced by the contracting authority experts. As ME-I declares;

Most projects under ISEDP were related to employability. The main goal was to organize vocational training programs and, by means of these, to employ the participants. We should criticize the quality of these trainings. Let me ask, how many of these participants can pass the exam carried out and certified by the Vocational Qualification Authority (MYK)? None of them can pass! How many of these participants got the certificate from MYK? These projects require genuine work and are encouraged by the EU in terms of innovative approaches. But recently things happen like this; organize a training program based one of

MoE's modules. Maybe this module does not match with that target group's needs. So, you should prepare a new module which covers that target group's needs. Let me say it like this; most responsible public institutes like to see lots of indicators/numbers under projects. For me, it is logical to provide training for a smaller number of people with the € 100.000 and thanks to this, you can produce a policy, you can certify these people, you can employ them, and you can reach better conclusions.<sup>44</sup>

This indication addresses the fact that projects are mostly checked and monitored only within the scope of their financial situations. The fiscal issues of a project are supposed to be considered as a tool in order to reach the planned outcomes. Ultimately, projects use the received funds to fulfill their aims. The presence of funding is only a facilitator for these aims. Priority should be given to sound financial management systems from which project sides can measure the efficiency of technical activities by using the received funding. However, the findings that we have gathered from the field show that these types of priorities are replaced with other administrative worries. Since each entity is responsible for another one, the fiscal issues are ahead of other essentials which are the parameters of projects' achievement.

The ISEDP grant scheme has aimed to facilitate the access of disadvantaged people to the labor market within the scope of active labor market policies. It means that the executed projects are expected to produce some results which eventually should contribute to these policies particularly active labor market policy. Additionally, the acquired data from the projects' implementations should be used as inputs for modifying these policies. At this point the presence and active role of related public institutes and contracting authority is crucial and vital. There should be a lesson

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<sup>44</sup> Şimdi bu DESİP'teki projelerin birçoğu istihdam projesiydi. Amaç insanlara mesleki eğitimler düzenleyip iş ve meslek sahibi yapmaktı. Projelerimizdeki bu eğitimlerin mutlaka sorgulanması gerekiyor. Yani bu eğitimleri sorgulamadan satın almayı sorgulamak belki de ayrı bir hata. Yani bunu şöyle somutlaştıralım. Şimdi bu mesleki eğitim alan kişilerin MYK (Mesleki Yeterlilik Kurumu)'nın akredite ettiği bir yerde sınava girseler yani geçebilecek kişi neredeyse yok...MYK'nın sertifika merkezinden acaba kaç kişi ilgili mesleğin belgesini alacak kadar mesleki eğitim almıştır...Bu projeler, özgün işlerdir ve yenilikçi yaklaşımı destekler AB. Ama son zamanlarda yapılan şey şu; Milli eğitimin modülüne göre bana iş yap, Milli eğitimin modülü belki o hedef kitleye uygun değil. Dolayısıyla siz, hedef kitleye uygun bir modül oluşturmanız gerekiyor. Şöyle söyleyeyim; çok kişinin eğitildiği projede rakamlar yüksek görüldüğü için daha fazla hoşuna gidiyor ilgili mesul kurumların. Oysa bence 100.000 Euro ile birim maliyeti yüksek daha az kişiyi eğitebilirsin, politika üretirsin, belge verirsin, istihdam sağlarsın, daha iyi sonuçlar ortaya çıkarırsın.

learning process for the applied projects' results, and policy makers together with assigned public institutions should provide the contribution of CSOs and other related entities for the policy making processes via their gained experience and achieved indicators. However, just as with other issues, the field findings have shown that there is not an interconnection between project sides.

We should identify well the meaning of what is expected of projects! What I mean is that these projects are applied in order to find a solution for the defined problems and to produce knowledge for public authorities. This is a crucial point that is ignored by public authorities. As a public authority, we should say that we have learned this issue from the projects! We should establish a tendency from which we should say that we will build our policies based on projects' outcomes. Grant funds should not deviate from the policy producing aims. Both the contracting authority and the fund recipient should adopt this issue. The first priority should be producing policies. Expenses of funds should be a priority. <sup>45</sup>

As it is clearly seen from the statement of ME-I, the results acquired from the projects' executions are not taken into consideration after projects' closures. This is not a single-sided fault stemming only from project holders, the attitudes of Contracting Authorities and other public authorities also pave the way for revealing these types of conclusions. To prevent unsuccessful projects' applications, the contracting authority should take an active role to participate in the phase of project sustainability by reserving the outcomes and field findings to spread them between relevant public authorities. For example, one of the field study findings is related to disabled people's employability. The executed projects with regard to enhancing of disabled people's employability have shown that current policies about social aid for disabled citizens contradict employment policies. A disabled person who is a participant of ISEDP grant

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<sup>45</sup> Projelerden beklentinin anlamını iyi tanımlamak lazım! Ne demek istiyorum; bir sorun üzerine hazırlanan projeler en nihayetinde o soruna çözüm üretsün diye ve faydalanıcı dediğimiz kamu otoritesine de bir bilgi oluştursun diye uygulanmaktadır. Burada bu önemli unsur kurumlar nezdinde kaçırılıyor. Yani kurum olarak bizim bu projelerden biz şunu öğrendik dememiz lazım! Bundan sonra ilgili politikalarımızı proje çıktılarına göre yapılandıracağız yaklaşımını ortaya koymalıyız.... Hibe fonları politika üretme odağından asla şaşırılmaması lazım. Bunu hem hibeyi veren kuruluşun hem de faydalanıcı kuruluşun benimsemesi gerekiyor. Burada esas amaç politika üretmek olmalı. Fon harcamak bir öncelik olmamalı.

scheme projects can be employed in terms of his or her on the job training certifications. However, this participant will lose his or her social aid coming from the government in the case of being employed. Since the rate of minimum wage equals the total rate of the aid that he or she receives from the government, the participant together with his or her family prefers not to get involved in labor market. This is a big contradiction between different enacted policies. Therefore, the related public authorities should take account of projects' results under the guidance of the contracting authority. On the one hand, the policy makers encourage disadvantaged people via these types of grant programs, on the other hand, they prevent the participation of disadvantaged people in the labor market.

In conclusion, most of the projects I examined were not successful in terms of their commitments. The reasons of these unsuccessful conclusions are diverse ranging from the institutional capacity of grant beneficiaries to project design to contracting authority attitudes. The term collaboration remains on the paper where all sides' roles are framed. However, field practices have shown the opposite of these commitments. And, acquiring these kinds of conclusions will undoubtedly become the reason for unsustainable project management. In the next chapter, the thesis will examine and evaluate the findings in terms of project sustainability.

#### **4.4 Project Sustainability**

The importance of the application of the PCM approach for EU funded projects is related to ensuring a sustainable project management structure (European Commission (c), 2004). For this reason, independent project evaluators are required to examine the proposed project ideas within the scope of this heading. As well as producing activity-based outputs and result-based outcomes, projects are expected to continue in a sustainable manner. According to the ISEDP Call of Proposal manual, projects are

graded within the scope of sustainability and the score weight of this heading is 15 points out of 80 points (HRD OS, 2014). Under this evaluation phase, evaluators control the efficiency of project contents which should finally serve for sustainability. That is why, evaluators focus on the questions like what kind of tangible impacts project activities have, what the multiple effects of the project are, and how effective the project results are with regard to financial, institutional, environmental and policy levels. Thus, the presence of a project team and their qualifications become a determinative factor for the implementation of a grounded projects. Project evaluators check these parameters based on the grant beneficiary and its stakeholder declarations. However, these declarations should be supported by the institutional capacity of the project holders as well. As a requirement of the ISEDP Call for Proposals, each project should create a SMART<sup>46</sup> indicator which is supposed to be sustainable, measurable, attainable, realistic, time-bound. There are many different factors which affect the quality and level of sustainability.

#### 4.4.1. Actor based category;

As an organizational memory of projects, project teams, particularly project coordinators, are vital human resources. Projects which have their own human resources in terms of their institutional capacity mostly do not have problems related to sustainability. However, projects which hand all initiatives to temporary employed project team members, obviously have many problems after their project execution. The project team is the brain of all project activities, even though there is a reasonable archive system of project owners. This team experiences all risky issues and handles problems and learns how to take action against unexpected results over time. This also provides a deep lesson learning opportunity from project activities. Unnecessary activities or contents are eliminated in the future thanks to this lesson learning period.

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<sup>46</sup> Specific, Measurable, Achievable, Realistic and Time-bound

The findings that I have reached in the field show that most project holders could not even ensure the sustainability of their project team rather than their project results. The greater part of each projects' team left after project implementation. Since they receive their salary from project budgets, with the end of project implementation, they are no longer entitled to that salary any longer. My field research has revealed that many project owners and stakeholders have faced deep problems regarding preparation of their final technical and financial reports because of losing their project team. The necessity of project holders' capacity has been touched on many times. This issue appears once again as an issue regarding human resources. An advanced institutional capacity is also sign of possessing a sufficient level of human resources and organizational memory. It is an inherent part of business life that people seek better opportunities and leave their jobs. Nevertheless, their absence should not affect the related institution's regular work circle. This is a requirement of professionalism. However, my research reveals that these mentioned essentials have not been taken into account by either the contracting authority and project holders.

We could not find a project team who understood our (disadvantaged) community. We had to work with people that we hired out of our community. We experienced many problems about this. For instance, some of these people were yelling at our disabled brothers. After project implementation, they left. We asked the contracting authority to provide some potential employees, but they did not direct any names to us. They said it would be a conflict of interest and said that it was not ethical. They left us in the middle of the sea. And they said to find our own team and didn't care how we did it. Afterwards, the contracting authority confessed that many projects' teams left! Of course, they leave! Because you do not allow project holders to hire their own people in their projects!<sup>47</sup>

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<sup>47</sup> Bizim camiayı anlayan bir ekip ile çalışma imkânı bulamadık. Dışarıdan para ile tuttuğumuz insanlar ile bu işi yapmak zorunda kaldık. Bunun ile ilgili çok sorunlar yaşadık. Mesela engelli kardeşlerimize bağıyorlardı bazıları. Tabi proje bitiminden sonra bu ekip ayrıldı. Yani insan kaynakları konusunda biz sözleşme makamına dedik ki bize bu konuda refere olabileceğiniz birilerini yönlendirin insan kaynağı olarak. Bunu da yönlendirmediler. Neymiş çıkar ilişkisi olurmuş! Öyle bir şey etik değilmiş, yapamazlarmış. Yani bizi kendi başımıza denizin ortasında bıraktılar. Ve dediler ki gidin kendi ekibinizi bulun nasıl buluyorsanız bulun. Sonra da kendileri bunu aslında itiraf ettiler. Dediler ki birçok proje ekibi dağıldı. Dağılır tabi yani...Niye çünkü siz o projeyi yapan kuruma ya da gruba böyle bir seçenek vermemişsiniz kendi insanını çalıştırsın diye!



The respondent of ISEDP 479 complains about the applications regarding project team hiring. Like this respondent, others also have touched on the same issue. Hiring a project team in terms of sensitivity of projects' thematic contents is as important as conducting a grounded identification phase at the beginning of project preparedness. EU funded applications focus on the enhancement of market-based development as a main tool of reaching this aim, the development of CSOs, NGOs and public institutes are another important issue for these funds. In order to reach an advanced project management capacity with the aim of serving liberal markets, these funds are also used to improve the institutional capacity of grant beneficiaries. That is why capacity building activities have been encouraged under ISEDP grant scheme program. However, it does not mean that grant beneficiaries with inexperience and insufficient capacities can be awarded within the scope of this program. As can be seen in the succeeding pages, similar to these project owners, many others do not possess a sufficient level of institutional capacity to be able to implement their projects. This is twofold weakness or fault realized in involvement of contracting authority. Not checking the real capacity of grant beneficiaries will eventually cause unsuccessful results and the departure of project teams, which can result in the unsustainability of many projects. Explaining the departure of project teams with regard to project time period would be a unidimensional approach. There are many reasons for these departures. As the respondent of ISEDP 330 states;

You cannot keep project coordinators in your projects...as you know, project coordinators get high level salaries. Instead of paying this high-level salary to a project coordinator, I would prefer to hire four disabled persons in my community. These people in our community are not accepted by the contracting authority. The authority says that the coordinator should have a university degree and experience about project management. It is difficult to find a coordinator with these competences. We talked to the contracting authority about this issue. Our board member is not allowed to be the project coordinator. The person who takes this responsibility should understand the meaning of disability. We struggle to find a person like this. The contracting authority is making a mistake because the project that you implement is only a one-year project. It takes three

or four months to know the person that you do not know! I see the same situation from other beneficiaries.<sup>48</sup>

The indication given by this respondent and others shows that there is a sector developed similar to consultant firms. The market reality shows its presence at this point too. Professional experts take responsibilities about project activities and implementations for a one-year period and then leave. While leaving, they also bring all lesson learning gains and other details about project execution which are mostly the basic inputs for sustainability processes. Project owners are required to be non-profit organizations in order to be awarded. This is one of the important criteria for ISEDP grant scheme. However, field realities show that these beneficiaries have become a tool of profit-oriented actions. The sector actors or experts use these beneficiaries to make money. This type of implicit intervention deviates the projects from its main targets. Projects become the instrument of employability of sector experts instead of enhancing employability of disadvantaged people. It has also been observed that a new type of trade between grant beneficiaries and consultant firms has launched via these mentioned experts. Grant beneficiaries should pay for the consultant firm services about project design and application form fillings. If a project owner does not have enough financial capacity, in this regard, the consultant firm is entitled by the grant beneficiary to manage the human resources budget by deploying their own experts in the project team. As long as these experts are confirmed by the Contracting Authorities, there is no legal problem about employment of these experts. However, as indicated by two respondents above, the sustainable appropriation among project team towards projects' outcomes cannot be provided by means of this type of

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<sup>48</sup> Proje koordinatörlerinin tutamazsınız projelerde yani... Şimdi biliyorsunuz, projelerde proje koordinatörünün almış olduğu yüksek bir rakam var. Bu yüksek rakamı ben o proje koordinatörüne vereceğime 4 tane engelli çalıştırmış olurum...Onu (kendi personelini) sözleşme makamı kabul etmiyor. Diyor ki, koordinatörün üniversite mezunu olması lazım, proje deneyimleri olması lazım. Deneyimleri olmadığı zaman projeye koordinatör bulmakta zorlanıyorsunuz. Biz bunu daha önce sözleşmeyi imzalamadan önce sözleşme makamı ile konuştuk, yani bir de bizim durumumuz çok farklı. Yönetim kurulu üyemiz Proje Koordinatörü olamıyor. Bizim buraya gelecek kişi, engellilerle bir arada olmuş, engelliliğin ne anlama geldiğini bilecek kişi olmalı! Böyle birini bulmakta zorlanıyoruz. Sözleşme Makamı bence bir yanlışlık yapıyor, çünkü yaptığımız proje bir yıllık proje. Tanımadığımız kişi bir yıllık projede zaten siz tanıyana kadar üç dört ay geçiyor tanıyana kadar. Diğer faydalanıcılarda da görüyorum aynı durumu

articulation. The unexpected contradictions between project owners and employers might make the project implementation worsen, since these external experts have got all initiatives about project details. Additionally, this external type of employment might violate labor law provisions which bind both employers and employees. The project team assigned for implementing projects' activities are employed based on the provisions of Labor Law. In accordance with Law No. 4857, under Article No. 63, maximum full-time work hours are 45 hours per week, while part time work hours are below 30 hours per week (Resmi Gazete, 2003). Project staff are entitled to receive salary based on their working hours articulated under labor contracts. Even though a budget line is fixed with a certain amount of money, this amount counts as a full-time working hour salary, unless indicated otherwise in the justification part of budget sheet. This rule given under the project implementation guide is defined by contracting authority. If a grant beneficiary makes an agreement with a consultant firm about the management of human resources budget, under these circumstances, consultant firms manage projects with remote control approach and their experts get paid without even going to the projects' premises. This is an irregularity action. However, the observations and reached data have shown that this type of applications are common in the field. With this perspective, the projects in the field have been used as an instrument of exploiting the statues at large.

How many projects in Turkey exist which only focus on their own needs and problems instead of focusing on getting the fund? The number is very low in Turkey. That is why there are consultant firms and experts and these bodies take the field and find the entities (project owners) who have problems and tell them that they are only people who can resolve their problems. These firms' representatives or experts tell the project owners that they can bring funding to them if they get paid in advance. If CSOs have enough expertise and institutional capacity, then they can prepare their own projects.<sup>49</sup>

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<sup>49</sup> Fon almaktan ziyade sadece kendi sorunlarına yoğunlaşmış kaç proje mevcuttur? Türkiye'de çok az! O yüzden zaten danışman şirketleri ve uzmanlar var. O yüzden bu firmalar ya da uzmanlar sahaya inip derdi olan kişiyi bulup diyor ki "ben senin derdini anlatacak en iyi kişiyim. Bana para ver ben sana fon bulayım". Eğer bir STK'nın kurumsal kapasitesi iyi olsa, araştırmacı yönü iyi olsa o zaman hâlihazırda elinde bir projesi olur.

The expression given by ME-III indicates that the institutional capacity of project owners is, naturally, linked to presence of qualified human resources. This competence also corresponds to the application of a sustainable project.

Project sustainability is not only related to the continuation of producing familiar project results, it is also associated with disseminating the project stakeholders' activities to wider groups by using the purchased equipment. Because of thematic content of ISEDP grant scheme and budget sheet structure, grant beneficiaries have executed their duties under six different budget headings. The budget lines based on their financial content are embedded in the relevant headings which consist of human resources, travel, equipment and supplies, local office, other costs and services and finally other (IKG PRO (c), 2018). Grant beneficiaries are required to spend their budget based on the related expenses type. Since all projects have been designed to enhance the skills of disadvantaged people, all of them contain vocational training programs which are in accordance with active labor market policy. In order to carry out their training activities, nearly all project holders have purchased equipment and supplies for providing a reasonable training infrastructure based on their thematic subjects. Therefore, nearly all project owners have purchased some equipment under the budget heading number three during their project implementation phase. These projects are, undoubtedly, expected to use this purchased equipment and supplies after their projects' executions.

#### 4.4.2. Knowledge based category;

When project owners apply for a grant fund, it is indicated in the application form that the institutional capacity with regard to technical equipment is a weakness of that project holders. Thus, these grant beneficiaries focus on improving their institutional capacity by purchasing equipment and via this advanced capacity they pledge to

improve the target groups' skills. It means that this equipment is not purchased for a limited time period. The project holders should put this equipment into use for their future activities which ultimately indicate the sustainability of projects. In this regard, the parameter of sustainability is directly associated to capacity of the grant beneficiary. The acquired field findings show that project owners who do not have sufficient project management capacity have failed in terms of project sustainability.

The contracting authority should watch and follow sustainability because they gave us € 200.000 and we purchased equipment with € 60.000 – 70.000 of this money. It equals 300.000 or 400.000 TL. Since we have enough capacity and space, we still use this equipment. Now think about a beneficiary who lacks capacity! I do not want to share its name, but there is a grant beneficiary which also purchased around € 40.000 of equipment. This grant beneficiary does not have a facility or any premises. It does not have any financial resources and support! For this, this entity will either donate this equipment somewhere or keep it for five years (because of contractual obligations) and finally junk it.<sup>50</sup>

The statement given above by the respondent of ISEDP 641 matches field observations. On one hand, the lack of project management capacity of project stakeholders is a reason of this type of conclusions, on the other hand, the lack of contracting authority inspection mechanism is also influencing negatively the results of projects in terms of sustainability. The PCM approach requires a comprehensive and coherent aspect. All mistakes and unwanted results that occur at the end of projects are linked to pre-preparedness. As well as this, the inspection mechanisms of fund suppliers are as effective as they are supposed to be. As a supporting argument of the declaration given above, the statement given by the respondent of ISEDP 479 is striking;

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<sup>50</sup> Sürdürülebilirlik kısmını Sözleşme Makamının çok iyi takip etmesi ve denetlemesi gerekiyor. Çünkü bize işte yaklaşık 200.000 Euro para verdiler. Biz bunun yaklaşık 60-70 bin Euro' suyla malzeme aldık. Yaklaşık 300.000- 400.000 liralık malzeme aldık. Bu malzemeyi, bizim kapasitemiz ve yerimiz olduğu için biz bunu halen kullanıyoruz. Şimdi bunu düşünün başka bir kapasitesiz dernek yapsa! İsmi vermek istemiyorum ama, mesela bir dernek var, onlar da yaklaşık 40.000 Euro'luk malzeme aldılar. Onların bu projeyi bu malzemeyi devam ettirebileceği bir tesisi ve mekânı yok. Bu kuruluşun kaynağı yok, maddi desteği yok. Öyle olmadığı için o 40.000 Euro'luk malzemeye bir yere hibe edecekler. Ya da 5 yıl tutacaklar saklayacaklar (sözleşme zorunluluğundan dolayı). Sonunda büyük ihtimalle hurdaya falan ayıracaklar yani.

For the sustainability of our project, I asked for help from municipalities, ministries, politicians and related public institutes. Why did I ask for help from these bodies? Because we purchased a lot of equipment and this equipment needed to be used. These computers, kitchen equipment, mushroom plant and tent were supposed to be put into use. Other institutes should have supported us to help the sustainability of project by directing disabled people to us. None of them helped us! They said our project was done, so there was nothing to do! Now, all this equipment has remained dead storage, and we cannot sell it or give it to someone else for seven years (because of contract provisions). We left this equipment to its fate! <sup>51</sup>

The grant beneficiary without being aware of the knowledge about their responsibilities related to project sustainability states that no public institute has helped them. However, as it is indicated in the Call of Proposal of ISEDP, grant beneficiaries are obliged to ensure their sustainability and they have to apply the methodological approaches for their project sustainability which are committed under the application and supporting forms. This example is the indicator of disconnection of project owners from their projects' contents. Besides, the relevant example shows that the contracting authority's role has not been properly fulfilled at both the evaluation and sustainability phases. The contracting authority is responsible for providing findings and data for the auditing trail of projects. These findings acquired during the implementation period eventually become inputs for measuring efficiency and impact of executed programs. Additionally, Contracting Authorities, as a requirement of the decentralization management system, are required to monitor and check project progresses. The project cycle is not only limited to implementation of project activities, it also contains the sustainability phase and reproduction of aimed results.

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<sup>51</sup> Projenin sürdürülebilirliğiyle ilgili belediyelerden, bakanlıktan, politikacılardan ve ilgili kurumlardan destek istedim. Niye destek istedim. Çünkü bizim projemizde birtakım demirbaşlar vardı ve bu demirbaşlar alındıktan sonra kullanılması gerekiyordu. Bu bilgisayarların, mutfak malzemesinin, mantar atölyesi ile ilgili çadırın, ekipmanların kullanılması gerekiyordu! Yani bize destek verilip oraya engellilerin gelişi sağlanarak projenin sürdürülebilirliği de sağlanmalıydı. Fakat kimse destek vermedi. Dediler ki bizim yapabilecek bir şeyimiz yok, proje bitti, her şey bitti. Şimdi malzeme elimde kaldı, yedi yıl boyunca satamıyorum, hiçbir yere veremiyorum. Ben onu çürütmeye bırakıyorum yani.

#### 4.4.3. Actor based category:

In order to measure the accomplishment of projects with this regard, the Contracting Authorities should continue carrying out monitoring visits after the execution of projects. This necessity derives from the PCM approach. Like other indicated weaknesses, field research findings have shown the same undesired conclusions have appeared on the subject of sustainability due to insufficient competences of the contracting authority and project holders.

The aspect of sustainability should be changed. When you look at projects, most grant beneficiaries commit to do something about sustainability. If you cannot realize it, then, why do you give a commitment? Grant beneficiaries usually have a mentality from which they think that everything is done when projects' activities are finished! The contracting authority should watch and follow sustainability. They should ask what is going on about this project? The contracting authority experts follow the results by using their individual relations. They ask what did you do? This is how they follow projects. If this is not an official dimension of this work, why do we declare the sustainability of our projects in our application forms? <sup>52</sup>

The statement voiced by the respondent of ISEDP 2081 shows that there is no regular monitoring or checking process conducting by contracting authority. As we have touched on before, the PCM approach contains the phase of project sustainability. Projects are funded in order to be continued by the project holders in the same manner and with the same goals. In a word, the fund system as a tool is put into use with the aim of enhancing the capacity of project stakeholders that can improve a capacity for conducting the same projects in the future together with their own resources. All respondents have answered in the same way from which they all indicate that there is no sustainability checking process led by the contracting authority. The majority of

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<sup>52</sup> Sürdürülebilirlik bakış açısını değiştirmek lazım! Projelerde bakıyoruz işte şu şöyle yapılacak bu böyle yapılacak diyor hibe faydalanıcıları, yapamayacaksan niye öyle bir taahhütte bulunuyorsun ki. Hibe Faydalanıcıları çoğunlukla proje oldu bitti dolayısıyla her şey bitti gibi bakıyor. Sözleşme Makamının sürdürülebilirliği takip etmesi gerekiyor. Bu projeler ne aşamada diye sormalılar. Onlar da kişisel ilişkilerle takip ediyorlar. Uzman soruyor, ne yaptınız diye. O kadar takip ediliyor. Bunun bir resmi boyutu olmayacak mı, olmayacaksa neden projenin sürdürülebilirliğini başvurumuzda yazıyoruz (beyan ediyoruz)?

project owners in the field except the ones who have their own financial resources and advanced institutional capacity have admitted that they have not been able to continue their projects.

All the equipment that we purchased during project implementation remains. We have been waiting for 5 or 6 months for the contracting authority to come and check it! The rent debts for the place where I keep all the equipment and its electricity bills have accumulated during this period and all of them are my responsibility. I want to evacuate this place, but I cannot because the contracting authority may come one day! <sup>53</sup>

The indication stressed by the respondent of ISEDP 479 strikingly shows that neither the contracting authority takes an action for checking the sustainability issues nor the grant beneficiary carries out the commitments that have been given with application form. The question voiced by the previous respondent about the inquiring of necessity of sustainability is reaching significance. If both project sides do not take action about this matter, why is such detailed information and commitments regarding substantiality in the project application phase asked from grant beneficiaries? As seen in the assessment grid of ISEDP grant scheme, sustainability has significant weight in the score interval. It means that awarded projects are ahead of other applicants because of scoring more points under this heading. However, these points are obviously scored just for the awarded applicants' declarations. In practically, most projects do not fulfill the sustainability phase. This matter is becoming the reason of violating the code of competitiveness and accountability of EU fund system.

Unfortunately, we do not have system from which we can control the efficient sustainability and evaluation of projects! Although it is not systematic, we have a section in our MIS. I mean, we can check via this section how many people are employed, how many of them or when they left! This section receives data automatically from the SGK system. But it is not frequently checked. It works, but we do not use it. We have to have a phase of inquiring of sustainability and

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<sup>53</sup> Proje uygulamasında temin ettiğimiz malzemelerin hepsi duruyor! 5-6 aydır bekliyorum Sözleşme Makamından gelip bakacaklar diye! Malzemeleri koyduğum yerin kira parası birikti, elektrik parası birikti, hepsi benim üstüme. Ben orayı boşaltmak istiyorum, gelirler diye boşaltamıyorum da yani!



effectiveness of a project in order to use this system. We have recently been thinking of conducting monitoring visits!<sup>54</sup>

The information given by ME-II matches the grant beneficiaries' remarks. The sustainability issue is considered during the application phase, but at the end of project execution, apparently, there is no priority to measure the projects' commitments in terms of sustainability. According to MEs' statements, it is understood that the level of control mechanism after project executions are very low. This lack is not because of capacity weaknesses, it is related to unorganized time schedule for all different fund programs and not to adopt the significant of sustainability as a contracting authority. As ME-II declares, there are some tools to follow the proceeded situations of projects after their executions. Other relevant public institutes open their data systems to the contracting authority with the aim of providing a comprehensive and coherent grant scheme. Additionally, it should be taken into consideration that the ISEDP contracting authority is established as a subsidiary of the Ministry of Labor and Social Security. This means that as a government institute, this entity is entitled to and has enough power to reach the needed data from other government bodies. For this entity, the phase of sustainability is the simplest level in the whole project cycle to follow and check because of the presence of many achievable and useable tools and entities. Nevertheless, it is easily seen from the words of the MEs, the contracting authority as an engine of this grant programs does not have sufficient intention of policy to measure the result dissemination phase of projects. However, it should be kept in mind that sustainability is one of the crucial sections of the PCM approach and it cannot be split from the project life cycle. At this point, no doubt, the official attitudes of the contracting authority are the reason for realizing unsustainable project actions. Project owners do not feel obliged to fulfill sustainability because of the lack of control

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<sup>54</sup> Projelerin değerlendirilme ve etkin sürdürülebilirliğini takip eden bir sitemimiz maalesef yok. Birincisi şu proje hedefleri zaten çok az gerçekleşiyor. Sistemik olmasa da bizim bu durumu takip edebileceğimiz bir menü var kullandığımız bilgi izleme sisteminde. Yani orada kaç kişi istihdam edilmiş, ne zaman çıkmış, bu takip edilebilir ama. SGK'dan alıyor verileri, otomatik çekiyor. Fakat düzenli olarak kontrol edilen bir durum değil. Çalışıyor fakat biz onu kullanmıyoruz. Yani kullanabilmemiz için o projeye ait sürdürülebilirliğin veya etkilerinin devamını sorguladığımız bir aşama olması lazım. İşte daha yeni izleme ziyaretlerine gitmeyi düşünüyoruz!

mechanisms. Instead, project stakeholders, except ones with sufficient financial, technical, and institutional capacity, prefer to keep their purchased supplies and equipment for seven years and then, somehow, dispose of them. The declaration given by ME-I below is one of the obvious points of this matter;

Time to time when we visit the executed grant projects, we see that there is nothing left from the projects. I have some experience on this point. It was also one of my duties when I worked for EU Turkey Delegation. I visited projects which were executed one or two years ago. Unfortunately, I should say that there was nothing about sustainability. Indeed, I witnessed that the purchased equipment and supplies either were used for the wrong purposes or were unused.  
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These statements given honestly show that implementing projects through allocated grant funds and via insufficient grant beneficiaries in order to enhance the target groups' needs is in vain. It is also understood from ME-I's words that the problem about sustainability is not only valid for ISEDP grant scheme. From his statement, it is clearly understood that it is a common problem within the scope of EU grant schemes. Based on the ISEDP priorities and objectives, all awarded projects are expected to realize a sustainable project cycle as well as enhancement of target groups' employability. But the achieved results show that the allocated funds are mostly misused, and the expenses of all project lines are a waste of money.

Additionally, the evaluation of project reports should provide a lesson learning process for all project sides. These learnt lessons eventually become the main inputs of similar projects designs. The PCM approach takes into account report preparation and evaluation phases and it requires that both the report preparer and the report evaluator should carry out a comprehensive process in order to produce data for the future project identification phases and policies. The field study carried out under this thesis also aims to reach the reality of ISEDP program concerning lesson learning. Within the

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<sup>55</sup> Zaman zaman bu bitmiş hibe projelerine ziyaret edildiğinde, projeden hiçbir eser kalmadığını görüyoruz. Burada benim biraz tecrübem var. Ben AB delegasyonu ile çalıştığım süre içinde esas işlerimden bir tanesi de buydu. Yaklaşık bir, iki yıl önce bitmiş projeleri ziyaret ettim ben. Maalesef şunu söyleyeyim ki sürdürülebilirlik namına hiçbir şey yoktu. Hatta alınan eşyalar ve ekipmanların ya amacı dışında kullanıldığına veya kullanım dışı olduğuna şahit oldum.

scope of questions directed to the respondents to enquire about report feedbacks from Contracting Authorities to project holders, almost all respondents have replied that they have only received the financial feedback about their purchase. They as a whole have declared that they did not receive any feedback within the frame of their technical submissions which are the sign of achieved indicators. This matter brings to mind whether the contracting authority only focuses only the fiscal results of projects. In reality, the projects are assessed based on their achieved indicators. Thus, the technical outcomes are the most important productions of projects and project budgets are taken into consideration for realizing these goals. It is correct that the fund supplier should check the accountability and transparency of expensed budgets. In addition to this, it should not be forgotten that the allocated budget amounts are eventually tools so that projects can create the planned outcomes to contribute the relevant policies.

The contracting authority is little bit weak at giving feedback on our reports, they should improve themselves. They gave feedback about ineligible costs. However, they did not give any feedback about our projects' technical outcomes. They did not tell us whether our project was successful or not. They were supposed to thank you us and they were convinced that we implemented our project well. They always give feedback about financial issues and they are weak about technical issue feedback.<sup>56</sup>

Like the respondent of ISEDP 2081, others agree on this matter and they, as a whole, voice that the contracting authority has not given enough feedback regarding their projects' technical outcomes. That, inevitably, induces seeing the projects solely a budget management process. The project owner strays from the main point due to this attitude of the contracting authority.

The low level of local ownership of projects is another reason for the absence of sustainability. The project holders mostly consider their projects with the scope of their budget rate and project implementation time. This is the most widespread aspect in the

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<sup>56</sup> Sözleşme Makamı raporlara geri dönüş konusunda biraz zayıf, biraz geliştirmeleri gerekir. Harcamaların uygunsuzlukları ilgili raporlarımıza mali geri dönüşler sağladılar. Ama projemizi teknik çıktıları açısından, başarıya ulaşıp ulaşılmadığıyla ilgili herhangi bir dönüş olmadı. Biz şunları yaptığımıza ikna olduk, teşekkür ediyoruz diye bir geri dönüşün olması gerekir. Hep mali açıdan geri dönüyorlar ama teknik açıdan biraz zayıf kalıyorlar.

field that this thesis has experienced. Since the project implementation period is limited to 12 months by ISEDP provisions, most project holders think that their projects should only contain this time period. This is the indication of the project implementation reality at the field level without having the knowledge of PCM approach which is a requirement for implementing EU funded projects. Project sustainability depends on the ownership of project stakeholders and their ambitions. That is why this type of grant program encourages the attendance of voluntary contributions. Grassroots movements are the right choices to understand that region's problems and needs. And it is assumed that the related CSOs' members have the desired motivation and ambition to proceed their project activities by getting benefit from the purchased equipment and supplies. The field study has also shown that the grant beneficiary members do not undertake responsibilities about continuing their projects' activities.

All accession records regarding our purchased equipment was done. But nobody uses it, firstly, because of financial deficiencies, secondly the members of our entity who are capable of using this equipment do not have enough time. Because, the sector that they work in is really bad as economically and these people struggle to be safe. All of them are in debt. On one hand, there are some basic things for sustaining our chamber works, on the other hand, these people have their own firms and they have to be interested in them. That is why our project cannot continue.<sup>57</sup>

Once again, the declaration of respondent of ISEDP 684 shows us that the institutional capacity of grant beneficiary as well as its motivation and ownership are distinctive parameters for providing project sustainability. When we evaluate all these parameters, the reality and significance of the identification phase appears once more. Project sustainability, no doubt, is affected from the time when projects meet unexpected external interventions. However, a grounded field study and analysis during the identification and formulation phase tempers the severity of unexpected situations. The

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<sup>57</sup> Bütün malzeme demirbaş kaydına geçirildi. Ama kimse kullanmıyor bunları. Bir, maddi imkânsızlıklar, İki bu malzemeleri kullanabilecek yetkiye sahip üyelerim zamanlarının olmaması. Çünkü proje sahiplerinin içinde buldukları sektör ekonomik olarak kötü ve kendilerini kurtarmaya çalışıyor. Hepsi borçlu haldeler. Bir yandan, odanın temel sürdürmesi gereken işleri var. Bir yandan, firmaları var onlarla ilgileniyorlar. Bu sebeple projemiz yürütülemiyor!

field study has obviously shown that most project holders have encountered unwanted results mostly because of their poor project design and lack of grounded findings related to their target groups. Due to these realities, the rate of fund amounts should be reviewed once again by the contracting authorities and, instead of delivering huge amounts of funds to one project holder and expecting many outputs and outcomes from this entity, they can aim to achieve more concrete results with a lower funding rate by decreasing the number of expected achievement indicators. As ME-II indicates:

Project owners try to rescue the world with their projects. If they try to fix the problems in the area of three or five square meters around them, it is ok...But, when they try to fix the world and take responsibility for that, in this case, neither their human resources nor fund sources will be enough.<sup>58</sup>

Nevertheless, it has been understood from the field findings that this existing unwanted tendency is not only happening because of grant beneficiaries' intentions and actions, it also happens because of contracting authority encouragements. Project holders put many commitments in their application to be ahead of their rivals during the evaluation phases and the contracting authority prefers to fund those that make more commitments than others within the same amount of funding. While the grant beneficiaries' role is to commit some grounded and achievable objectives and outcomes, on the other hand, the contracting authority's role is to measure and evaluate these commitments' realities and realizabilities.

Although projects are defined by the EU as a "series of activities aimed at bringing about clearly specified objectives within defined time-period and with a defined budget", all awarded projects are also required to include their sustainability (European Commission b, 2004). That means projects should not be limited with the allocated fund amounts in the project implementation periods. As mentioned in the above chapters, projects are also scored based on their sustainability approaches. The field

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<sup>58</sup> Proje sahipleri projeleri ile dünyayı kurtarmaya çalışıyorlar. Hâlbuki kendi etrafındaki üç beş m<sup>2</sup>'lik alanı kurtarmaya çalışsa tamam... Ama dünyayı kurtarmaya ve o yükün altına girmeye çalışınca, bunun için ne insan kaynağı yeter ne fon yeter ne zaman yeter.

findings have revealed that most project holders do not pay attention to their project's sustainability and because of this tendency, most of the purchased equipment and supplies are not used. That shows that some allocated funds are in vain. Through EU funds, fund suppliers also aim to enhance the capacity of the beneficiaries, especially grassroots movement organizations, in order to continue their projects' results with the aim of serving the enacted policies. Under the ISEDP grant scheme, the active labor market policy is the foremost point of the program's requirements and each project should serve the development of this policy. However, field studies have proven that most of the granted projects are mainly practiced either to hire human resources or meeting the price of consultant firms or meeting the basic needs of project holders.

## CHAPTER 5

### CONCLUSION

Via this thesis, I attempted to measure the effectiveness of ISEDP grant scheme projects executed in Ankara. At the beginning of this study, under the light of my existing work experiences, preliminary field studies and meeting with field actors, it was argued that the applied projects had not been that successful, and the allocated funds had not been used in a logical and planned manner. For of this reason, this study has focused on analyzing these assumptions and, thus, evaluating the grounded field findings. Even though there are many different project management approaches worldwide, this study has analyzed the field findings based on PCM approaches, since it is a requirement for EU funded projects. Therefore, the field data have been examined under four interrelated headings which are as follows: Project Preparatory, Project Implementations, Project Outcomes and Effectiveness and Project Sustainability. Besides putting the realities of the field on the table in this concluding chapter, the study ensures some recommendation to the reader as well. Before evaluating the general perspective of this study in terms of theoretical framework, I want to summarize my findings under six items:

- 1) Most project owners and project stakeholders do not have a high enough level of experience, technical and financial capacity; that is why most of the applied projects are designed by the third sides such as consulting firms without being contemplated
- 2) Projects are not prepared in line with PCM rules which require an identification and formulation phase, risk management applications during the project's implementation, monitoring, reporting and lesson learning

- 3) Projects are considered by the holders only within the scope of the awarded time-period
- 4) The fund supplier institute does not use its capacity in terms of PRAG rules and PCM approaches.
- 5) The fund supplier institute does not take the significance of sustainability into consideration, and this directly affects negatively the success of awarded projects
- 6) Funded projects do not contribute well enough to the targeted policies like the active labor market policy

The items given above frame the general deficiencies of fund management process of the projects executed under the ISEDP grant scheme in Ankara. The comments over the effectiveness of these deficiencies within the scope of the implementation of active labor market policy and fund management systems are given in the succeeding paragraphs. Before touching on these issues, I want to refer to the foremost reasons for unwanted projects' outcomes.

The field study has shown that most projects have been prepared by means of project consulting companies because of potential beneficiaries' human resources and knowledge of PCM approach shortages. Without conducting any preliminary preparation for the target groups' needs or related grant programs' requirements, most project holders prefer to prepare a project proposal based on their instant needs and expectations. This tendency eventually induces many deviations from the committed indicators and outcomes. At this point, the main descriptive point is the capacity of project holders. Project holders gain experience by practicing different projects and keeping a qualified human resources structure. That is an important thing to provide a training project team before their project implementation; however, the lessons learned from the executed projects are more important for implementation of a grounded project. Even though fund suppliers normally organize many training programs to strengthen project holders' capacities and capabilities; nevertheless, fund recipients mostly prefer to implement their projects by means of project consulting firms. The



reason for this tendency can be understood because of their financial structures, which are mostly not sufficient to hire well-educated experts. Therefore, not having an adequate rate of human resources eventually induces unsustainable project implementation, which is also a main reason for unwanted deviations from the results. Instead of directing the necessity of using consultant firms, I consider the points where we can criticize the presence of consultant firms in terms of market-based trade mentality. The point here is the provision of a trade field for the consultant firms under the grant management sector. I know that there are many consultant firms in Turkey and their number is increasing day by day in relation to the increasing number of fund programs. There is a growing consultancy business sector which has been established and has kept growing since the EU started financial aid programs with Turkey with regard to the enlargement process. Also, many non-profit eligible project applicants, who are generally CSOs, have also been established in the course of financial cooperation programs, in general, with the aim of making money via their implemented projects. The striking purpose of consultant firms implicitly intersect with the purpose of these mentioned applicants who are eligible entities for the EU funds. The projects' budgets are seen by these figures as a process of making money for their needs which are irrelevant with their projects' contents. For these indicated actors, money making goals, in time, take precedence over the purpose of seeking public interest. Under the guise of implementing public benefit operations, via profit-oriented goals, these entities collaborate with each other and, ultimately, these collaborations induce a new version of trade flow. It can be said that throughout this process, active labor market policy, as a main goal of ISEDP grant schemes to be served, has been implemented and strengthened by fund beneficiaries and consultant firms in a reverse perspective. Instead of improving the skills of disadvantaged target groups, most budgets have been used for project preparation terms undertaken by consultant firms, for human resources who are entrusted for project implementations, for purchasing immovable properties and so on. In fact, these steps should be used with the purpose of reaching the goals of functioned fund programs. However, the presence of consultant firms and their functions and the intention of eligible applicants,

in time, have become the main barrier for achieving the executed fund programs' public interest objectives.

The field study has clearly shown that the project owners who have been unsuccessful for fulfilling their commitment are mostly incompetent beneficiaries. At this point, the quality of applicants' evaluation carried out by the contracting authority becomes the point to be considered. As has been declared by the MEs, this process acts as a filter section, eliminating the ineligible applicants. However, it has been seen that the evaluation processes are conducted based on applicants' declarations. There is no pre-visit at the declared premises of any projects before the dissemination of funds. These applications eventually cause the appearance of impractical projects because of the project holders' capacities. In order to avoid these unwanted conclusions, the fund supplier should organize pre-visit applications with the aim of proving the declared issues. Besides, the grant scheme fund should be delivered in conditional form, in which only experienced project holders who have previously executed at least one or two projects should be eligible entities for submitting an application. It does not mean that other inexperienced potential grant beneficiaries should not be supported. In order to establish a coherent capacity development among the potential entities, these inexperienced beneficiaries can be articulated with the project owners as co-applicants or partners. However, guidelines for grant applicants should well define the requirements about these entities' roles in the relevant projects. There are also many different grant schemes and services carried out by other Contracting Authorities such as Central Finance and Contract Units (CFCU) about enhancing the capacity of CSOs. The applicants who have been awarded by this type of program can become an eligible applicant for the grant scheme for programs like ISEDP. That circle, inevitably, will cause a comprehensive fund management system for the EU funds. However, the relationships and cooperation between different fund suppliers are vital at this point and they should establish a data base by which all different Contracting Authorities can track the declared achievements of grant applicants. However, it should be

considered that only HRDOP contracting authority is evaluated under this study. The given indications about this authority can not be projected to others.

The incompatibility between aimed targets and faced field realities are another weakness of projects. As a requirement of the PCM approach, the project holders should consider the picture of their project's reality and current situation before implementing it. The needs of target groups, the external risks, the contribution of other stakeholders as well as the relevant field's socio-cultural structure of the project site should be analyzed, and the project activities should be planned based on these above-mentioned criteria. Grant scheme programs' priorities should overlap with a project's criteria and project holders should build their projects' structures on these priorities. The field findings have shown that these types of tendencies are not practiced by the project stakeholders and, because of this, many project holders have struggled during their project implementation phase. Additionally, the assumed field conditions might change during the implementation. Nevertheless, the institutional capacity of project owners is the only solution for overcoming these unexpected changes. The field applications have revealed that projects can be successful only if they are updated dependent on current needs and amendments during the implementation phase. This phase is also called the risk management phase. Due to the projects' general structure, all identifications and problem descriptions about planned activities are conducted one or two years before the implementation phase. During this time, there may be changes regarding political, sociological, or economic situations. The project holders need to take action to adjust their activities for their expected outcomes. Otherwise, unwanted deviations from the outcomes will inevitably occur and this might cause them to squander the funds and human resources. Just as with measuring the achieved indicators of project holders, the Contracting Authorities should also establish a data base about the previous performances of project holders. This type of data management approach will cause the implementation of reasonable and grounded projects via experienced holders.

As a main target of the ISEDP grant scheme, the employability of disadvantaged people has not comprehensively been realized because of the financial, technical and institutional capacity of fund beneficiaries and involvement of consultant firms. However, it should be indicated that this issue is not valid for the projects which have been implemented by qualified beneficiaries. But their rate is pretty low among other applicants. At this point, the measurement that has been suggested for the previous findings should be applied to the contracting authority, and via data base the unsuccessful project holders should be defined for the next programs call. In addition to this, the contracting authority should keep proceeding with the monitoring visits after the projects' executions in order to provide sustainable applications. Under unexpected external circumstances, the contracting authority should take a role to provide a connection between public institutes and grant beneficiaries with the aim of putting the purchased equipment into use. Deployment of contracting authority experts based on PCM approaches in parallel with projects' applications will finally help to establish a coherent management system and it will eventually prevent any duplicated applications. The more contracting authority pays attention to the sustainability issue, the more project holders take reproduction of their projects' results into consideration. It has been voiced by many respondents of field research and even by the contracting authority experts included that there is a significant lack of contracting authority about checking projects' sustainability.

As well as expected tangible outputs, mostly defined by SMART indicators, there are also some other overall results specific to ISEDP grant schemes regarding the development of active labor market policy from which project holders are expected to produce and serve. As indicated in chapters II and III, the ISEDP grant scheme is supposed to contribute to the improvement and enhancement of active labor market policy. That means all projects should eventually produce some pre-defined indicators in order to strengthen these policy goals. With the aim of achieving these goals, projects are expected to organize training courses towards their target groups in relation to market-based job types and also expected to strengthen the employability

of those involved in project activities. Through these implemented projects, target group members are supposed to develop their competences based on market needs and, in return, they undertake their own responsibilities regarding social provisions and meeting their basic needs. This type of intention, which aims to put aside power of the states from the organizing of social rights and provisions, aims to put all responsibilities on the shoulder of individuals and it aims at achieving this target by making active labor market policy more functional. As a result of this implementation, people in need will not be a group who are supposed to be supported by the governments and, implicitly, by the taxes coming from business owners. Even though I am critical of this policy tendency; nevertheless, via this study, I have analyzed the effectiveness of these targeted aims which were planned to be strengthened by the contribution of grant scheme implementations. The study that I undertook shows that the results acquired from projects implemented under the ISEDP grant scheme are far from meeting their designated or targeted goals. The provided projects' outcomes do not meet the goals of improvement of disadvantaged people's skills and their social inclusions. Instead, these projects have served the proliferation of consultant firms and profit oriented CSOs. Even though the fundamental motivation, which stems from the active labor market policy, directs people in need to job opportunities which are designated in terms of at that moment's production or service types, many of these people's preference is still to seek a job that they want and can be content with. As seen in chapter IV, apart from the unsuccessful projects, even the ones which partly achieved the targeted results, were unable to keep their trained participants in business life where they were hired within the scope of that projects' results. That means the active labor market policy mechanism is not working in the intended way where individuals are supposed to embrace their potential opportunities because these programs are not implemented based on target groups' needs. Both fund suppliers and fund recipients are not engaged in the goals from which the target group members can voice their own problems and needs.

In addition to this, the approaches of grant beneficiaries together with fund suppliers define some certain training courses based on gender issues. For example, when we review project activities and contents, most training courses for women participants are interestingly related to child care, patient care, needlecraft, etc. That inherently directs these target group into these types of jobs and, implicitly, defines a social role for these target groups. This is another indication of the active labor market policy from which gender equality is abused. The social role of different gender is, hence, redefined by the intervention of active labor market policy. Women participants are considered as the weak link of the labor market chain and this group of people indirectly are oriented to part time and flexible types of jobs because of the given training courses. Jobs like child care, patient care, needlecraft and others generally have part time or flexible working conditions. Yet when the members of this target group find a job, they often prefer to take their gross salary, rather than having their employer withhold any social security premiums since their salaries are so low to begin with. Projects, in a way, with these types of outcomes serve to enhance unregistered employment.

The results that most projects reach do not meet the identified active labor market policy targets. Project holders with the participation of private sector entities as projects' stakeholders are directed by ISEDP grant scheme requirements to contribute to the enhancement of market-based active labor market policy in favor of lowering the responsibilities of state regarding assignments of deliverance of social rights. This study's findings show that rather than providing these expected outcomes, projects have mostly served in favor of consultant firms, supply/service suppliers and human resources of projects. This is a striking indication of the executed projects' performance. The examined projects were supposed to help and support state policies regarding employability and social inclusion, however, the outcomes that most project owners together with their stakeholders have received are not compatible with the desired grant scheme program's goals. It means that most of these funds have been squandered and, as a result, projects have directly served irrelevant points and targets

because of both the lack of beneficiaries' competences and different priorities of project sides' and lack of PCM rule practices.

Under the umbrella of my findings, I want to also touch on the contradiction between the legislations and the related ISEDP grant scheme's targeted policies. As it is elaborated under the chapter IV, the employed people are required to ensure their own social provisions in terms of their incomes. However, as a disabled individual, a person might lose his or her social aid coming from state in case of being employed. Since these are mostly dependent people, their families consider them as a breadwinner figure in their household because of receiving monthly social aid. When these group of people get hired in the labor market, they are not entitled to get their social aid and, as a result, they must pick one of their options. This is another negative output of active labor market policy that I am criticizing. Applying the same regulations to all target groups in a same manner regardless of inability of some individuals is definitely stemming from the motivation by which the related policy aims at putting all responsibilities on employed people's shoulders. This is the essence of the active labor market policy to push state's involvement in social rights and provisions away from the market regulation. Thus, the policy directly paves the way for market owners so that the employers can hire people with practicing the low wage policy onto them and, in turn, the system withholds the premium from employees' incomes with the aim of paying their social security and other related social provisions. In brief, one should gain his or her own social rights by paying for. Within the scope of this perspective, the executed projects were expected to produce and achieve these goals. However, the examined findings have shown that even these goals have not been able to be realized because of many weaknesses ranging from the lack of project implementation rules, to relevant sides' capacities, to contradictions between legislations, to involvement of consultant firms, to profit oriented goals and etc.

In conclusion, the projects, which were already executed, could not solve the identified problems regarding unemployment and social inclusion and, could also not facilitate the dissemination of active labor market policy mainly because of beneficiaries'

capacity and expertise problems, incoordination, policy contradictions and unawareness of sustainability. The pleasantness of implementing an EU funded project for project owners will eventually guarantee the next step of this type of programs' applications. The sustainability of this type of programs also depends on the project holders' and participators' ambitions and willingness. As one the requirements of active labor market policy indicated under Chapter II, policy implementors should consider the enhancement of job seekers' motivation. In this regard, the projects should involve in their sustainability approaches by focusing on producing tangible outcomes or indicators for job seekers or projects' target groups. Projects' participators should experience positively the produced results in order to keep their motivation strong. If a project commits the enhancement of employability among its target group, and, later on, if it fulfills a significant part of its commitment, in this case, participators will keep attending to this kind of timely activities in the future with the aim of improving their skills and competences to involve in labor market. The results which are produced by the examined projects are not matching with this active labor market policy's principle. For target group members, these projects are just kind of points where they can only get more certificate to add one more certificate in their collection.

To conclude this study's assertions and findings with a striking statement given below by the respondent of ISEDP 479 will encapsulate all the stated issues:

Let me speak clearly: I have used my bilateral relationships to get this project awarded. Am I happy to implement this project? No, I am not! I wish I had not implemented this project. It has made us very upset that the contracting authority has looked at these projects only considering their financial dimension. Neither us nor the project institute nor our disabled brothers have been credited! It means that our project has been planned and executed! That is it! It is meaningless!<sup>59</sup>

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<sup>59</sup> Açığımı konuşayım, ben ikili ilişkilerimi kullanarak bu projenin kazanmasını sağladım. Şu an memnun muyum bu projeyi yapmaktan. Hayır, değilim. Keşke yapmasaydım. Çünkü sözleşme makamının sadece projeye maddi boyut ile bakmaları bizi üzdü...Ne biz bu projeyi yapan kuruluş olarak bir takdir gördük ne de engelli kardeşlerimiz takdir gördüler...Yani sadece proje yapılmış ve bitmiş oldu yani! Hiçbir anlamı yok yani hiçbir anlamı yok.



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## APPENDICES

### A. IN-DEPTH INTERVIEW AND FOCUS GROUP QUESTIONS

#### INTERVIEW QUESTIONS

- 1) Neden bu hibe programına müracaat ettiniz?
- 2) Proje konusu kapsamında fon desteği almadan önce bir tecrübeniz var mıydı?
- 3) Proje teklifinizi nasıl hazırladınız?
- 4) Proje teklifini kendi insan kaynaklarınız aracılığıyla mı yoksa bir danışman firma desteğiyle mi hazırladınız?
- 5) Proje konusunu/amacını nasıl belirlediniz? Belirlediğiniz proje konusu ilgili programın başvuru rehberinde yayımlanan bir proje konusu mu yoksa DESİP programı ilanından önce tarafınızca belirlenmiş bir konu başlığı mıydı?
- 6) Proje uygulaması için insan kaynakları kapsamında proje ekibi kurduunuz mu? Proje ekibi kurduysanız, bu uzmanlar/çalışanlar proje süresi bitmiş olmasına karşın görevlerine devam ediyorlar mı?
- 7) Bu programa başvururken ne tür çıktılar/hedefler tarafınızca planlanmıştı?
- 8) Proje teklifi kapsamında taahhütte bulunduğunuz sonuçları dört başlık altında tanımlayabilir misiniz?
- 9) Proje bitiminde elde ettiğiniz sonuçlar taahhütlerinizi tam olarak karşıladı mı ya da benzer sonuçlar elde edebildiniz mi?
- 10) Projeniz kapsamında eğitimlerinize iştirak eden katılımcılardan/hedef gruptan kaç kişiyi istihdam edebildiniz ya da bu eğitimler sayesinde kaç tanesi iş piyasasında iş bulabildi?
- 11) Projenizin sürdürülebilirliğini nasıl sağlıyorsunuz? Projenizin taahhüt edilen sonuçları proje bitiminden sonra da elde edilebiliyor mu? Kendi

kaynaklarınızla bunu sağlayabiliyor musunuz?

12) Sözleşme makamına sunduğunuz Final Raporu kapsamında harcaması tarafınızca gerçekleşen fondan bir kesinti oldu mu? Olduysa, ilgili sözleşme makamı proje performansınız hakkında size bilgi verdi mi?

### **FOCUS GROUP QUESTIONS**

1) DESİP projelerinde uygulama aşamasında Hibe Faydalanıcısı açısından en çok öne çıkan eksiklikler nelerdir?

2) Sizce Hibe Faydalanıcıları proje konularını kendi özgün fikirlerine göre mi seçiyor yoksa ilgili hibe programının proje başlıklarına göre mi konu belirliyor?

3) Sizce Hibe Faydalanıcıları projelerini hazırlarken mevcut durum analizi, paydaş analizi, hedef analizi, strateji analizi yapmaya özen gösteriyor mu? Bu çerçevede bir proje bilincinin ilgili Hibe Faydalanıcısı kuruluşlarda olduğunu düşünüyor musunuz?

4) Final raporlarında finansal analiz yapılırken gerçekleşen harcamalardan genel olarak en çok hangi başlıklardan kesintiler yapılmaktadır?

5) Projeler bittikten sonra proje sonuçlarının üretilmeye devam edip etmediğini kontrol etmek için bir denetim mekanizmanız var mı? Varsa nasıl bir yöntem izliyorsunuz?

6) Proje uygulamaları sonrasında istihdam edilen kişilerin ortalama iş piyasasında kalış sürelerine dair bir veri tabanı kullanıyor musunuz?

7) Sizce DESİP programından fonlanan sivil toplum kuruluşlarının proje yapma, yönetme kapasitesi yeterli düzeyde mi?

## B. METU ETHICAL COMMITTEE APPROVAL PAGE

UYGULAMALI ETİK ARAŞTIRMA MERKEZİ  
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11 MAYIS 2018

Konu: Değerlendirme Sonucu

Gönderen: ODTÜ İnsan Araştırmaları Etik Kurulu (IAEK)

İlgi: İnsan Araştırmaları Etik Kurulu Başvurusu

Sayın Prof.Dr. Fatma Yıldız ECEVİT

Danışmanlığını yaptığınız yüksek lisans öğrencisi Ümit YILDIRIM' ın "Avrupa Birliği IPA (Katılım Öncesi Mali Yardım Aracı) Programı kapsamında fonlanan Dezavantajlı Kişilerin Sosyal Entegrasyonu ile İstihdam Edilebilirliklerinin Geliştirilmesi Hibe Programının Etkilerinin Ankara İli Özelinde Araştırılması" başlıklı araştırması İnsan Araştırmaları Etik Kurulu tarafından uygun görülerek gerekli onay 2018-SOS-081 protokol numarası ile 11.05.2018 - 30.08.2018 tarihleri arasında geçerli olmak üzere verilmiştir.

Bilgilerinize saygılarımla sunarım.

Prof. Dr. Ş. Halil TURAN

Başkan V

Prof. Dr. Ayhan SOL

Üye

Prof. Dr. Ayhan Gürbüz DEMİR

Üye

Doç. Dr. Kaşar KONDAKÇI

Üye

Doç. Dr. Zana ÇITAK

Üye

Doç. Dr. Emre SELÇUK

Üye

Dr. Öğr. Üyesi Pınar KAYGAN

Üye

## C. TURKISH SUMMARY / TÜRKE ÖZET

### 1. GİRİŞ

Bu çalışma kalkınma perspektifi altında özellikle dış yardımların hangi amaç ve politikalar çerçevesinde kullanıldığından yola çıkarak hali hazırda Avrupa Birliği (AB) ile Türkiye Cumhuriyeti arasında üyelik müzakerelerine istinaden yürütölmeye devam eden Mali İş Birliği Programları kapsamında uygulanan projelerin etkililiğini ve hedeflere ulaşma düzeyini değerlendirmek amaçlanmıştır. Bu noktadan hareketle projenin temel amacı toplamda üç başlık altında tanımlanmaktadır.

- 1) AB destekli Dezavantajlı Kişilerin Sosyal Entegrasyonu ile İstihdam Edilebilirliklerinin Artırılması (DESİP) Hibe Programının Ankara özelinde etkilerinin ve proje başarıları önündeki engelleri incelemek ve değerlendirmek,
- 2) Saha çalışması ile elde edilen veriler kapsamında projelerin performanslarını ve başarılarını ölçmek,
- 3) Elde edilen saha bulguları üzerinden aktif işgücü piyasası politikalarına projelerin katkısının analiz edilmesi ve değerlendirilmesidir.

Bu genel amaçlar kapsamında şekillenmiş olan tez çalışması toplam beş bölümden müteşekkil olup; birinci bölümde genel bilgiler, ikinci bölümde tezin teorik çerçevesi, üçüncü bölümde yapılan saha çalışmalarına ilişkin yöntem ve yaklaşımlar, dördüncü bölümde elde edilen saha bulguları ve verileri üzerinden karşılaştırmalı değerlendirme ve analizler ve son olarak beşinci bölümde yapılan çalışmanın sonuçları ve sunulan öneriler yer almaktadır. Tez, özelde DESİP programı kapsamında Ankara ilinde uygulanmış olan projelerin istihdam taahhütleri kapsamında başarı performanslarını değerlendirmekte ve elde edilen bulgular ışığında başarısızlıkların oluşmasında etkin rol üstlenen faktörlerin neler olduğuna odaklanmaktadır.



## 2. TEORİK ÇERÇEVE

Kalkınma kavramı tarihsel ve politik deęişimler çerçevesinde evrimleşmiş ve günümüz koşullarında genel itibari ile büyüme, ilerleme ve genişleme parametreleri ile tanımlanmaktadır. Bu kavramlar şekilsel olarak bir güzergâha doğru geri kalmış ülkelerin yönlendirilmesinin ana hatlarına da tekâmül etmektedir. Yani doğu batı ya da kuzey güney ayrımı gibi karşılaştırmalı iki parametre bu kavram adı altında tanımlanmaktadır. Kuzey Amerika ya da Batı Avrupa modelinin gerek sosyal-ekonomik gerekse politik yapı itibari ile diğer geri kalmış ülkelere bir model olarak sunulması ve bu iki kıta ülkelerinin seviyesine diğer ülkelerin taşınması anlamında kullanıldığı yaygın olarak görülmüştür. Patric Holden “Kalkınma stratejisinin bir politik girişim olduğunu ve temelde bir ülkenin politik gücü ve sosyal-ekonomik yapısında ki deęişimleri” içerdiğine değinmektedir. Ancak her ülkenin ya da coğrafyanın deneyim ve pratiklerine baęlı olarak kalkınma kavramının birden farklı tanım ve boyutlarının olduğunu söylemek yanlış olmayacaktır. Kimileri için baskılardan kurtulma liberalleşme olarak tanımlanırken kimileri içinse kavram doğrudan yaşam kalitesinin artırılması ve zenginleşme temelinde ele alınmaktadır. Hangi yaklaşıma bakarsak bakalım ortaklaşan temel bakış açısının deęişimle ilgili olduğunu rahatlıkla söyleyebiliriz. Her ne kadar kalkınma terminolojisi doğu batı arasında ki yakınsama (catch-up) süreciyle doğrudan ilişkilendirilip tarihsel süreci başlatılsa da Payne ve Philips’e göre bu kavramın temellerinin çok daha eskilerde atıldığı ve bu nedenle 6 ayrı teorik yaklaşım altında evrimleştiğini ifade ederler. Bunlar Klasik Teori, Yakınsama (catch-up) Teorisi, Altın Çağ (Golden Age) Teorisi, Neoliberal Teori, Alternatif Teori ve Çağdaş Yönelim Teorileridir. Payne ve Philips’e göre kalkınma kavramının temelleri 18. yy. da klasik teori döneminde atılmış ve 19. yy. da görünür hale gelmeye başlamıştır. Burada esas alınması gereken öteki kavram ise kalkınma kavramı ile yaratılmış olan kalkınmamışlık kavramıdır. Rist,

kalkınmamışlık kavramı için “tamamlanmamış form” ya da “embriyonik (ilkel) form” tanımlaması yapar.

Kalkınma perspektifine şüphesiz Adam Smith ve Karl Marx’ın emek ve pazar eksenli getirdiği farklı yorumlar bu kavramın farklı temeller üzerinden tanımlanması ve açıklanmasının önünü açmıştır. Adam Smith, pazarın büyüme ve zenginleşme için en önemli obje olduğunu ve bu çerçevede devletin özel mülkiyeti koruma ve aktörlerin kendi aralarında ki sözleşme süreçlerini güvence altına alması gerektiğini ifade ederken, Karl Marx ise politik güç ve üretim arasında ki ilişkinin zamanla üretim sahiplerinin politik gücü eline geçirmesine ve zenginleşme ve büyümenin bu erk sahiplerine doğrudan hizmet edeceği üzerinden yaklaşımını temellendirmiştir. Bu çerçevede baktığımızda kalkınma teorisini alt başlıkları ile beraber toplamda üç ayrı konsept üzerinden değerlendirmemiz gerekmektedir: tarihsel boyutu, ideolojik boyutu ve aktörler. Kalkınma teorik çerçevesini evrimleşmiş ve şekil değiştirmiş tarihsel süreçleri ve formları üzerinden ele almamız bu konuya olan yaklaşımımızı daha derli toplu bir hale sokacaktır.

## **2.1.Yakınsama Kalkınma Teorisi ve Altın Çağ**

Bu teorik yaklaşıma göre fakir devlet ve uluslar daha zengin olan devlet ve ulusların seviyesine ulaşmalı ya da ulaştırılmalıdır. Payne ve Philips ulaşılmaması gereken hedefleri üç ayrı başlık altında tanımlıyor: Ekonomik, Politik ve Kültürel. Özellikle 1945 yılından sonra daha görünür hale gelen bu yaklaşımın 19. yy. da dile getirilen söylemlerin hayat ve vücut bulmuş hali olduğu söylenebilir. 20. yy. da gelişmiş ülkeler ile üçüncü dünya ülkeleri arasında ki ilişki üçüncü dünya ülkelerinin aleyhine biçimlenen ve daha çok bu ülkelerin doğal ve hammaddelerini kullanmak ve bunları zengin ülkelere transfer üzerine kuruluydu. Bu kaynaklardan elde edilen yeni ürünler

pazar niteliğinde olan ve aralarında Türkiye'nin de bulunduğu Latin Amerika ülkeleri ve diğer ülkelere ihraç edilmekte ve bu ülkeler dışa bağımlı olarak yönetilmekteydi. Bu süreç zamanla Türkiye gibi bazı ülkeler de ithal ikameci politikaların koruma içgüdüsü ile gelişmesine de ön ayak olmuştur. Ancak bu korumacı yaklaşım bile bilgi ve teknolojik transferlerin önünde engel olamamış ve gelişmiş ülkelerin yine ihtiyaç sahibi konumunda bulunan ülkelere yönelik teknoloji yatırımlarının önünü açmıştır. Gelişmiş ülkeler ile üçüncü dünya ülkeleri arasında ki ilişki şüphesiz daha güçlü olanın belirlediği kurallar çerçevesinde gelişim göstermiştir. Bu süreçte en etkin çıktı şüphesiz güçlü ülkelerin himayesinde etkinlik kazanan küresel ölçekte ki aktörlerin ve organizasyonların gelişimidir. Bu aktörler aracılığı özellikle güdümlü Sivil Toplum Kuruluşlarının (STK) kurulması ve bunların etkinliklerinin artırılması, piyasaların gelişmiş ülke standartlarına göre biçimlendirilmesi ve bu sürece uygun iş kollarının oluşumu ile uygun kriterlere haiz insan kaynaklarının geliştirilmesinin önü açılmıştır. Bu dönemde özellikle Amerika Birleşik Devletleri (ABD) tarafından görevlendirilen sosyal bilimciler bu ajanslar aracılığı ile kapitalizm ruhunun yaygınlaşması ve küresel ölçekte bu sisteme uygun bir düzenin oluşturulması temel bir amaç olarak öne çıkarılmıştır. Bu yönlü bir eğilim şüphesiz paralelinde gelişen komünizm etkisinin aza indirgenmesi ve piyasaların kapitalizm kriterleri üzerinden şekillenmesini doğrudan hedeflemiştir. Birinci dünya savaşı sonrası zaferle çıkan ülkelerin öncülüğünde hazırlanmış olan Milletler Cemiyeti Sözleşmesinin 22 ve 23. maddesi doğrudan yenik çıkmış ülkelerin ayakta durabilecek güçleri olmadığından hareketle doğrudan zenginlik ve refah düzeyi artışı için gelişmiş ülkelerin müdahalesini ve yardımlarını hüküm altına almakta ve böylelikle yakınsama yaklaşımının bir nevi nüvesini oluşturmuştur. Kendilerini en üst standartlara sahip ülke olarak tanımlayan bu gelişmiş ülkeler bu refah düzeyine erişim sürecine kadar yaşadıkları deneyimin en önemli yöntem olduğunu, dolayısıyla geri kalmış ülkelerin ancak bu deneyimleri yaşayarak onların seviyesine gelebileceğini iddia etmişlerdir. Rist, kalkınma konseptinin “batı geleneklerinin bir fenomeni” olduğunu söyler ve ardından “güç kelimelerin ve söylemin ustası olana aittir” saptamasını yapmaktadır.

İkinci dünya savaşından sonra iki kutup arasında ki ilişki daha çok ticaret ve endüstriyel yatırımlar üzerinden şekillenmiştir. Bu dönem soğuk savaş döneminin de gerçekleştiği yıllardır. Komünizm ve Kapitalizm arasında ki savaş farklı bir boyutta daha belirgin bir hale dönüşmüştür. Tam da bu dönemde komünizm etki alanını sınırlamak adına inşa edilen Marshall Yardımları (1947) sonrasında daha belirgin bir şekilde devam edecek olan dış yardımların temel çıkış noktasını niteliğindedir. Bu yardımlar koruma adı altında uluslararası ticaretin, küreselleşme ve kapitalizm pratiklerinin daha hızlı bir şekilde yaygınlaşmasının önünü açmıştır. Amerika Başkanı Truman'ın dört noktalı yaklaşım doktrini doğrudan üçüncü dünya ya da gelişmeye devam eden ülkelere yönelik teknik, mali, uzmanlık ve finansal yönetim yardımlarının yapılmasını hedeflemiştir. Böylelikle globalleşmenin bir bakıma en önemli adımı atılmıştır. Küresel üretim ve tüketimin yaygınlaşması ile beraber Altın Çağ dediğimiz dönemin kapıları açılmıştır. Şüphesiz fikirleri itibari ile bu dönemin en etkili fikir babalarından biri de John Maynard Keynes'dir. Keynes kaos dönemlerinde liberalizmin temel parametrelerine aykırı olarak devlet müdahalesinin gerekliliğinden bahseder. Faiz oranları ile ekonomide ki olası kırılmaların önemine değinir. Aynı zamanda kaos dönemlerinde devletin işsizliği azaltıp maaşları artırması gerektiğini savunur. Böylelikle alım gücü yükselen çalışan daha çok tüketecek ve kapitalist sistem yeniden düzenlenmiş olacaktır. Alın çağ döneminde refah düzeyiyle beraber sosyal hak talepleri daha çok seslendirilmeye başlanmış ve refah devleti konseptinin şekillenmesine sebep olmuştur. İşgücü, örgütlü yapısından dolayı sesini duyurabilme, daha fazla hak talep etmeye ve alınan kararlara ve politika yapımına daha çok müdahil olmaya tamda bu dönemde başlamıştır. Bu kalkınma döneminde özellikle batı ülkelerinde devlet sermayesi refah düzeyinin daha fazla artırılması için kullanılmış, bedava sağlık hizmetleri ve maaş seviyelerinin korunması daha yaygın hale gelmiştir. 1970'li yılların ortalarına kadar devam bu kalkınma modeli, yeni sağ söylemlerin popüler olmasıyla yerini neoliberal kalkınma modeline devretmiştir.

## 2.2. Neoliberal (Yeni Sağ) Kalkınma

Yeni sağ kalkınma anlayışını kendinden önceki kalkınma perspektifinden ayıran en temel özellik; ilkinin doğrudan küresel düzeydeki entegrasyon ve rekabet edebilirlik kavramlarına yönelmiş olması, ikincisinin ise ulusal kalkınmadan küresel kalkınmaya dönük bir vizyon üzerinden şekillenmesidir. Bu yeni kalkınma anlayışı devletin pazardan tamamen çekilmesini ve pazar aktörlerinin kendi rekabet kabiliyeti ile yeni pazarı biçimlendirmesini böylelikle sadece politik çevreyle ilişkisi olan pazar aktörleri değil tüm aktörlerin küresel düzeyde rekabet edebilme hedefine odaklanmıştır. Bu dönemde “yapısal uyum ve reform programları” küresel ajanslar ve aktörler tarafından daha çok entegre olmuş bir uluslararası piyasa hedefiyle devreye sokulmuştur. Bu hedefler doğrultusunda yeni kalkınma modeli doğrudan kişisel yatırımların ve beceri geliştirme modellerinin önünün açılmasına odaklanmıştır. Devlet artık sosyal hakları vatandaşları açısından koruyan güvence altına alan değil doğrudan özel mülkiyetin ve rekabetin koruyucusu rolüne büründürülmüştür. Artık sosyal haklar bireyin çalışarak ve sorumluluğunu üstlenerek kazanması gereken bir hak haline dönüşmüştür. İşçi örgütlerinin güçlerini sınırlama hedefleri olan Margaret Thatcher ve Ronald Reagan’ın art arda seçilmiş olması bu yeni kalkınma modelinin daha belirgin bir şekilde hayat bulmasının önünü açmıştır. Bu dönemde rekabete soyunan küresel ölçekli aktörler hammadde maliyetlerine müdahale edemedikleri için kar oranlarını çalışanların maaşlarında yapılan kesintiler üzerinden gerçekleştirmeye başladılar. Bu süreçte ortaya çıkacak muhtemel direnişin lideri konumunda bulunan işçi örgütlerini zayıflatmak ve toplu pazarlık gücünü düşürmek doğrudan hedeflenmiştir. Toplu pazarlık yerini daha yaygın hale dönüşen kişisel kontratlara bırakmıştır. Bu dönem ile kişisel becerilerin geliştirilmesi yine piyasanın belirlediği iş kolları ve fırsatlar özelinde şekillenmeye başlamıştır. 1990 yıllarının başlamasıyla teknoloji devriminde yaşanan hızlı değişim bu kalkınma modelinin yanı sıra insan odaklı kalkınma perspektifinin de konuşulmaya başlandığı yıllardır.

### 2.3. Alternatif Kalkınma Teorisi ve İnsani Kalkınma Yaklaşımı

Bu kalkınma yaklaşımı esasen kendinden önceki büyüme odaklı kalkınma perspektifi yerine insan odaklı kalkınma perspektifini öncelemektedir. İnsanın temel ihtiyacı ile içinde bulunduğu çevresel koşulları topyekûn ele alan bir kalkınma modelidir. Bu kalkınma modeli aynı zamanda “sürdürülebilir insani kalkınma ya da sürdürülebilir kalkınma” olarak da adlandırılmaktadır. Bu kalkınma modeli altında «temel ihtiyaçlar, yeterlilik ve beceriler, özgürlükler, toplumsal cinsiyet, çevre ve modernleşme» kavramları öne çıkmaktadır. Bu yaklaşım etkin olan yeni sağ yaklaşımların daha demokratik ve hesap verilebilirlik perspektifiyle yer değiştirmesini amaçlamıştır. Şüphesiz yukarıda ki ilkeler bağlamında bu modelin yaygın bir kalkınma politikası haline gelmesinin önünde AB'nin rolü oldukça fazladır. AB malların serbest dolaşımı yanında işgücünün de serbest dolaşımını politika hedefi olarak belirlemiş ve piyasaların bu hedef üzerinden şekillenmesine çalışmıştır. 1980'lerden sonra alternatif oluşumların yeniden örgütlenme mekanları haline gelen STK'lar bu kalkınma modelinin gelişmesine önemli katkıda bulundu. 1990 yılında Birleşmiş Milletler Kalkınma Programı (UNDP) ilk insani kalkınma raporunu yayınladı ve bu rapor içinde Mahbub ul Haq tarafından tasarlanmış olan İnsani Kalkınma Endeksi parametreleri yayımlandı. Bu raporla beraber kalkınma anlayışı beşerî sermayenin ve yeteneklerin geliştirilmesi perspektifi üzerinden böylelikle yeniden tanımlanmış oldu. Geleneksel kalkınma seviyesini ölçen kriterler yerine literatüre insani kalkınma parametleri girmiş oldu. Bunlar; kişinin gelire erişimi, sağlıklı yaşam, eğitim, insana yaraşır iş ve hayat vb. özetlenebilir.

## **2.4.Aktif İşgücü Piyasası Politikaları**

Bu model tam istihdam, fiyat istikrarı ve ekonomik kalkınmayı içermektedir. Aktif İşgücü Politikası temelde işsizliği azaltmak ve enflasyonla mücadele artırmak temeli üzerinden şekillenmiştir. Rhen'e göre bu çerçevede en önemli adımın iş gücü yeteneklerinin piyasa gerekliliklerine göre geliştirilmesidir. OECD'ye göre aktif işgücü piyasası üç parametre üzerinden şekillenmektedir. Bunlar; Motivasyon, İstihdam Edilebilirlik ve Fırsat'tır. Bu yaklaşıma göre kişi kendi motivasyonunu iş bulma noktasında yaratmalı ve becerilerini geliştirerek kendi fırsatlarını yaratmalı ve onlara erişmelidir. Aktif iş gücü politikaları ülkeden ülkeye değişim göstermektedir. Ancak tüm işgücü yetenekleri geliştirme programları eğitimleri üretim biçimlerine ve piyasa ihtiyaçlarına göre belirlenmektedir. Bu durum bu politika aracılığıyla Marx'ın "üretme ve işe yabancılaşma" vurgusunu bir kez daha doğrulamaktadır. Kişinin doğasına ve yaratıcılığına bakmaksızın doğrudan sistemin dışı haline gelen bir işgücüne dönüşmesi bu politikanın bir ürünüdür. Bu meslekler ve iş kolları yine dış yardımlar ya da ulusal fonlar aracılığıyla hayata geçirilen merkezler tarafından yerine getirilmektedir. Bu çerçevede bu politikaların dış mali yardımlarla hedef ülkelere nasıl transfer edildiğine bakmamız gerekir.

## **2.5.AB Finansal Destekleri**

AB yardımlarının temel mantığı üye ve aday ülkelerin sosyal ve ekonomik değişimlerinin birlik yararına gerçekleştirilmesidir. 1957 Roma anlaşmasından bugüne AB yönünü hep finansal ve genel bütünleşme süreçlerinin gelişimine adanmıştır. Bu çerçevede AB'ye üyelik amacı güden tüm ülkelerin birlik tarafından belirlenmiş olan müktesebat çerçeveye uygun bir şekilde tanımlanmış kriterleri ve standartları yerine getirmeleri beklenir. Bu kriterlerin hayata geçirilebilmesi için AB tarafından sağlanan

ciddi oranda fonların, teknik ve mali desteklerin olduğu bilinmektedir. AB bu amaçla bölgesel bütünleşmenin güçlendirilerek ekonomi, üretim biçimleri, politik ve ekonomik karar alma yöntemleri gibi küresel pazarla ciddi bir entegrasyon amacı taşımaktadır. AB yardımlarını temelde en belirgin bir şekilde öne çıkaran yanı temel finansal ve ekonomik çıkarlar yanı sıra insan hakları ve demokrasi vurgularına sahip olmasıdır. Bu çerçevede 1995 yılından beri tüm fonların bu kriterlerin dikkate alınarak kullanılması gerekliliği üzerinden vurgulandığı bilinmektedir (Kopenhag kriterleri 1993). Kopenhag kriterleri olarak bilinen yapının temelde ekonomi, politika ve AB müktesebatı başlıkları altında biçimlendiği söylenebilir. Politika kriteri altında temel insan hakları ve hukukun üstünlüğü öncelenirken, ekonomi kriteri altında küresel pazar ekonomisi ve rekabet edilebilirliğin geliştirilmesi amaçlanmaktadır. AB müktesebat kriterleri ise üyelik hedefine odaklanan ülkelerin yerine getirmesi gereken ödevleri betimlemektedir.

AB fonları temelde hibe ve sözleşmeler olmak üzere iki ana başlık altında verilmektedir. Hibe; temelde üçüncü taraflara taahhüt ettikleri hedefleri yerine getirmeleri için verilen doğrudan finansal desteğin adıdır. Sözleşmeler ise Hizmet, Mal Alımı ve Yapım işleri olarak ihale yolu ile harcanan fonlardır. AB dış yardımlarını beş başlık altında hayata geçirmektedir. Bunlardan biri de tezin konusu olan IPA (Katılım Öncesi Mali Yardım Aracı) programlarıdır. Bu programlar 2007 yılından bu yana devam etmektedir. Bu mali yardım aracı altında toplamda beş başlık desteklenmektedir. Bunlar; Kurumsal Kapasitenin Geliştirilmesi, Sınır ötesi iş birliği, Bölgesel kalkınma, İnsan kaynaklarını geliştirme ve kırsal kalkınmadır. İnsan Kaynaklarını Geliştirme Operasyonu kapsamında AB bilgi odaklı ekonomik kalkınma, sosyal içerme ve istihdamı hedeflemektedir.



## **2.6.Dezavantajlı Kişilerin Sosyal Entegrasyonu ile İstihdam Edilebilirliklerinin Artırılması Hibe Programı**

IPA mali yardımı altında fon dağıtan bu hibe programı üç temel hedefe ulaşmak için planlanmıştır. Bunlar;

- 1) Dezavantajlı kişilere yönelik farkındalığın artırılması ve bu kişilerin iş gücü piyasasına entegrasyonlarının sağlanması,
- 2) Dezavantajlı istihdam edilebilirliklerinin ve girişimciliklerinin artırılması,
- 3) Dezavantajlı kişilere yönelik çalışma yapan organizasyonların kurumsal kapasitesini artırılmasıdır.

Bu programın hedef grupları; engelliler, yoksulluk riski altında olanlar, gecekondü bölgesinde yaşayanlar, eski hükümlüler, yerinden edilmiş kişiler, Romanlar, koruma altında olan çocuklar ve diğer dezavantajlı gruplar tanımlanmıştır. Programın teklif çağrıları 2014 yılında yapılmış ve 2017 yılında ise fonlanan projeler uygulamaya geçmiştir. Program rehberine göre tüm projeler belirlenmiş olan önceliklere göre hazırlanmak zorundadır. Program açık ve net bir şekilde aktif işgücü piyasası politikalarına uygun bir şekilde projelerin hizmet etmesi gerektiğini belirtmektedir. Bu çerçevede piyasa da ihtiyaç duyulan iş kolları kapsamında beceri geliştirme mesleki eğitimlerin verilerek bu kişilerin istihdam edilmeleri amaçlanmıştır.

### **METODOLOJİ**

Tez konusunun tespiti öncelikle konu hakkında gelişmiş olan mesleki deneyimin verdiği fırsatlar bağlamında ele alınmıştır. 2004 yılından bugüne AB ve uluslararası fon kaynakları yönetim projelerinde çalışan biri olarak sahanın yaygın olan proje uygulama dilini kullanma becerisi eşliğinde, özellikle uygulanan projelerin

performanslarının, sürdürülebilirliklerinin ve hedefledikleri politikalara ve kalkınma hedeflerine katkılarının ölçülmesini daha kapsamlı bir çerçevede ele alacağım inancıyla tez konusu belirlenmiştir.

İlk bölümde de ifade edildiği üzere DESİP Hibe Programı kapsamında Ankara ilinde uygulanmış olan projelerin özellikle istihdam çıktısı üzerinden performanslarını görmek ve kalkınma perspektifi altında aktif işgücü piyasası politikalarına katkılarını ölçmek temel proje hedefi olarak ortaya konulmuştur. Bu çerçeve de çalışmanın tasarım aşamasında ilgili kaynaklardan bu projelerin tespitleri gerçekleştirildi. Elde edilen veriler ışığında Ankara ilinde toplam 16 proje fonlandığı ve bu projelerden sadece 10 tanesinin istihdam garantisi verdiği tespit edilmiştir. Tez istihdam başarı göstergesi üzerinden projeleri değerlendirdiğinden tüm projeler saha çalışması kapsamında ele alınmıştır. Çalışma tasarımı aşamasında tüm saha araştırması soruları projelerin zorunlu olarak uyması gereken Proje Döngüsü Yönetimi kurallarına göre hazırlanmıştır. İstihdam başarı göstergesiyle doğrudan ilişkili yüz yüze mülakatlar için 11 soru ve hibe veren kuruluşun uzmanlarından oluşan odak grubu çalışması içinde toplam 7 adet ucu açık soru hazırlanmıştır. Sorular, uygulanan projelerin insan kaynakları ve kalkınmaya etkilerinin anlaşılması çerçevesinde tasarlanmıştır. Bu süreçte hem hibe faydalanıcılarından hem de hibe veren kuruluştan toplanacak olan verilerin karşılaştırmalı analiz yapmaya olanak sağlayacağı düşünülmüştür. Tüm saha çalışması yöntemi ve sorular tez danışmanı rehberliğinde hazırlandıktan sonra Etik Kuruluna sunulmuş ve onay alınmıştır. Daha doğru kişilerle mülakat yapabilmenin önünün açmak için belirlenen projelerin tüm iletişim bilgileri sözleşme makamında ki uzmanların yardımıyla elde edilmiştir. Ayrıca doğrudan DESİP projelerinin uygulanmasından sorumlu fon veren kuruluşun dört İzleme ve Değerlendirme Uzmanı ile görüşülmüş ve odak grup toplantısı yapılması hususunda ortak karar alınmıştır. Veri toplama aşamasında, projelerin kurumsal ve canlı hafızaları olmaları ve daha sağlıklı veri erişimine imkân sağlayacağı hasebiyle projelerde doğrudan görev almış proje koordinatörlerinin tespiti yapılmıştır. Mülakata katılacak tüm katılımcılar konu hakkında ön bilgi verilerek, çalışmanın yöntemi ve usulleri hakkında bilgilendirildiler.

Tüm görüşmeler katılımcılara imzalatılan gönüllü katılım formu ile kayıt altına alındı. Veri Analizi Safhasında, mülakatlarda elde edilmiş olan tüm ses kayıtlarının deşifreleri yapılarak yazıya döküldü. Yüz yüze mülakatlarda elde edilen görüşme notları dört ana başlık altında ve iki ayrı kategori kapsamında 30 ayrı kod/anahtar kelime altında değerlendirilmeye alındı. Odak grup çalışması verileri ise 7 farklı kod/anahtar kelime altında değerlendirildi. Bu aşamada, MAXQDA Kalitatif Analiz programı aracılığıyla bu tüm kodlar işlenerek ilgili cevaplar başlıklarına göre tasnif edildi ve böylelikle karşılaştırmalı veri içerikleri oluşturulmuş oldu. Analiz safhasında katılımcıların isimleri gizlilik ilkeleri gereği doğrudan kullanılmadı. Bunun yerine her bir katılımcı için kendi projesinin kayıt numarası kullanıldı.

## **TEMEL BULGULAR**

### *Proje Hazırlık safhaları için elde edilen sonuç analizine göre;*

Elde edilen verilere göre tüm proje fikirleri ilana çıkan hibenin öncelikleri ve konuları kapsamında tasarlanmıştır. Projeler kendi özgün fikirlerine sahip olsa da mutlaka program gereklerini karşılamalı ve böylece güdümlü proje mantığı bu çerçevede desteklenmektedir. Bu üstü kapalı yaklaşım projeleri aktif işgücü piyasasına doğrudan hizmet eden araç haline açıkça dönüştürmektedir. Hibe programı rehberinden kaynaklı zorunluklar ile tüm faydalanıcılar proje fikirlerini belirlenmiş konular kapsamında ele almışlardır. Böylelikle projeler piyasa merkezli politikalara hizmet eden birer araca dolaylı olarak dönüşmüşlerdir. Kendi orijinal fikirleri olmadan programa bağımlı zorlama fikirler üzerinden inşa edilen projelerin başarısız projeler olduğu açıkça görülmüştür. Kendi ihtiyaç ve gereksinimlerinin uzağında, projeler daha çok farklı organizasyonların fikirlerini taşıyan bir uygulamaya dönüşmüşlerdir. Projelere ait yaşanan problemlerin büyük bölümünün proje tasarımı ve dizaynı aşamasında ortaya

çıkıldığı görülmüştür. Uygulama öncesi proje sahasının açık ve net bir fotoğrafı faydalanıcılar tarafından çekilmemektedir. Proje sahiplerinin kurumsal kapasite ve proje yönetim bilgi/deneyim eksiklikleri onların proje hazırlık safhasında iyi bir saha çalışması yapmamlarının önünü açmış doğal olarak elde edilen sonuçlarda istenilen seviyede gerçekleşmemiştir. Saha çalışması, danışman firma tarafından hazırlanan ve yönetilen projeler ile faydalanıcıların kendi ekipleri tarafından yönetilen projelerin çıktıkları arasında ciddi farkların ve sonuçların olduğunu göstermiştir. Kendi imkanları ve insan kaynakları ile projelerini hazırlayan faydalanıcıların Proje Döngüsü Yönetimi yaklaşımına göre daha verimli ve başarılı oldukları, danışman firmalar tarafından hazırlanan projelerin ise uygulayıcıların gerçek ihtiyaçları ve gereksinimlerinden uzak projeler olduğu görülmüştür. Sahanın gerçek durumu tespit edilmediğinden, projelerin genelde kendi hedef gruplarının tüm faaliyetlere istekli bir şekilde katılacağı öngörüsü ve varsayımı ile tasarlandığı görülmüştür. Danışman firmaları tarafından hazırlanmış projelerin faydalanıcıların kapasitesinden daha fazla gösterge taahhüdü veren projeler olduğu ortaya çıkan bir başka gerçekliktir. Bazı faydalanıcıların proje yönetim yetkilerini doğrudan danışman firmalara delege ettikleri, böylelikle projelerin ana hedefleri olan topluma hizmet ve kâr amacı gütmeme durumundan uzaklaşmış olduğu ve doğrudan proje bütçelerinin kar amaçları için kullanıldığı çarpıcı bir saha bulgusudur.

Bunun dışında, özellikle devlet politikalarından kaynaklı müfredat ve eğitim metodolojilerinde ki sıklıkla yaşanan değişimler, projelerin önceden planlanmış olan aktivitelerini uygulama döneminde değiştirmeye ve yeniden modifiye edilmesine sebep olmuştur. Bu da projelerin bazen hedeflerinden uzaklaşmasına neden olmuştur. Projelerin planlama ve uygulama döneminde ki zaman aralığı uzun olduğundan çoğu projeler uygulama döneminden saha gerçeklerinden kaynaklı birçok problemle karşılaşmıştır.

*Proje Uygulama safhaları için elde edilen sonuç analizine göre;*

Çoğu hibe faydalanıcı kuruluşun öncelikli olarak projelerde hedef grupların istihdamından ziyade kendi çalışanlarını fonlama kaygısı olduğu görülmüştür. Yani STK'da çalışan kişiye proje sayesinde maaş bulunmakta bu kişinin yeterliliği dikkate alınmadan projede görevlendirilmektedir. Proje çalışanlarının çoğunun proje hedef grup üyelerinin sosyal-kültürel gerçekliklerinin tam farkında olmayan kişilerden oluştuğu dolayısıyla ilgili hedef grubun hassasiyetlerinin projelerde dikkate alınmadığı bir başka gerçekliktir. Örneğin engellilerin psikolojik hassasiyetlerini bilmeyen bu nedenle onların katılımına engel olan proje ekipleri olduğu bizzat ilgili proje koordinatörleri ya da proje sahipleri tarafından beyan edilmiştir. Faydalanıcıların Proje Döngüsü Yönetimi ilkeleri gereği proje uygulama dönemleri için hayati olan iç kontrol sistem geliştirilmesi, izleme yöntemlerinin kurulması hususlarında oldukça yetersiz olduğu görülmüştür. Çoğu faydalanıcının proje uygulama inisiyatifini doğrudan ya danışmanlık firmalarına ya da istihdam edilen kişilere delege ettiği tespit edilmiştir. Proje sorumluluğu delege edilen bu kişiler proje bütçesi bitince ayrıldığından projenin kurumsal hafızası ve sürdürülebilirlik kapasitesi de ortandan kalkmış olmaktadır.

*Proje Çıktıları ve Etkililiği safhaları için elde edilen sonuç analizine göre;*

Projelerin hedefleri ile hükümet politikaları birbiriyle kesişmekte ve uygulanan projeler doğrudan hükümet politikalarına katkı sunmaya yöneltilmektedirler. Yani ülkenin sosyal devlet kavramı altında yapması gereken istihdam çalışmaları proje uygulayıcıları üzerinden hayata geçirilmektedir. Saha çalışmaları istihdam garantisi veren projelerin hepsinin başarısız olduğunu göstermektedir. İşe girişleri sağlanan kişilerin dahi iş piyasasında verilen eğitimler çerçevesinde kalmadığı açıkça beyan edilmiştir. Bazı devlet politikaları ile program hedefleri birbiriyle çelişkili durum yarattığından proje sonuçları etkililik yaratamamıştır. Örneğin, iş piyasasına belli beceriler kazandırılan sonra yönlendirilen ve istihdam edilen engellinin sosyal yardımı kesilmektedir. Bazı engelli gruplarının aldığı sosyal yardım miktarı hali hazırda asgari ücrete denk ya da daha fazla olduğundan ilgili hedef grubu iş piyasasında olmamayı tercih etmektedir. Saha bulguları, dezavantajlı durumunda olan hedef grup üyelerinin eğitim almalarına karşın iş piyasasına sosyo-kültürel durumlarından dolayı

giremediklerini göstermiştir. Bazı hedef grup üyeleri piyasada çalışma saatleri, güvenlik, çocuk bakımı gibi hususlardan dolayı iş piyasasına eğitim almalarına rağmen girmemişlerdir. Projeler hedef gruplarının sorunlarını analiz etmeden bunların doğrudan faaliyetlere katılarak sunulacak işlere gireceği varsayımı üzerine çoğunlukla inşa edilmiştir. Taahhüt edilen proje başarı göstergelerine projeler ulaşamamıştır.

*Proje Sürdürülebilirliği safhaları için elde edilen sonuç analizine göre;*

Projeler, sonuçlarının devamlılığı ve sürdürülebilirliğini sağlamak bir yana, kendi proje ekiplerinin devamlı istihdamını bile sağlayabilmiş değillerdir. Proje ekipleri işi öğrendikten sonra proje bütçesi bitmiş ve bu kişiler projelerin kurumsal hafızaları olarak faydalanıcılarla olan iş akitlerine son vermiştir. Fon sağlayıcı kuruluşun proje faydalanıcıları üzerinde denetim ve izleme eksikliği, sürdürülebilirlik hususunda daha nitelikli çalışmaların yapılmasını engellemiştir. Sürdürülebilirlik kavramı proje başvuru esnasında beyan edilen bir kavram olmaktan öteye geçememiş ve sadece değerlendirme kriterlerinden daha fazla puan almanın bir yolu olarak kullanılmıştır. Saha bulguları açıkça, tahsis edilen fonların amaçlarının dışında kullanıldığını ve sürdürülebilirlik süreçleri etkin olmadığından satın alımı yapılan makine ve ekipmanların böylelikle çürümeye terk edildiğini açıkça göstermektedir. Proje uygulamaları hibe rehberleri gereği 12 ay ile sınırlı olduğundan faydalanıcılar projelerinin de sadece bu periyot ile sınırlı olduğunu düşünmektedirler. Proje uygulaması sonunda ilgili projelerin aktiviteleri ya bütçeleri ya insan kaynakları olmadığı için faydalanıcılar tarafından tekrarlanmamaktadır. Proje sürdürülebilirliklerine ilişkin eksikler yine proje tasarım aşamasında ki uygun olmayan tasarım biçimlerinden kaynaklanmaktadır.

## ÖNERİLER

Sözleşme makamı gelecekteki risklere istinaden fon öncesi faydalanıcının kapasitesini ölçecek yeni yöntemler geliştirmelidir. Aynı zamanda faydalanıcıda kendi kapasitesini ölçmelidir. Fon verilmeden önce ilgili faydalanıcılara yönelik yerinde izleme ziyareti yapılması gelecekteki teknik ve finansal sıkıntılardan meydana gelmesi muhtemel riskleri minimize edecektir. Ön ziyaret ile beyan edilen hususlar değerlendirilmelidir. Proje konuları dayatılan başlıklar altında değil daha kapsayıcı makro ölçekteki başlıklar altında uygulayıcıların özgün fikirlerini yansıtacağı programlarla hayata geçirilmelidir. Proje teklif değerlendirme süreçlerinde teklif edilen faaliyetler ile belirlenmiş olan bütçe ilişkisinin daha kapsamlı ve gerçekçi bir şekilde ve faydalanıcının kapasitesi de dikkate alınarak değerlendirilmelidir. Proje uygulamasında yer alan tüm aktörlerin bilgi paylaşımı ve diyalog becerilerini geliştirmeleri gerekir. Proje çıktıları ilgili kamu kurumları tarafından dikkate alınmalıdır. Faydalanıcılar iç kontrol sistemlerini geliştirmeli ve düzenli toplantı ve aksiyon planlarının oluşturulması ve faaliyet merkezli izleme sisteminin geliştirilmesi becerilerine önem vermelidirler. Faydalanıcılar proje hazırlık aşamasında ilgili hedef gruba yönelik benzer tecrübeleri incelemeli ve sahaya inerek hedef grubun ihtiyaçlarını doğrudan tespit etmelidirler. Projelerden elde edilen olumlu ya da olumsuz deneyimler politika yapıcılar ve ilgili kurumlar tarafından ders öğrenme süreci olarak işlenmeli ve ilgili tematik alanda yapılacak çalışmalar bu verilerden yararlanmalıdır. Sözleşme Makamı projelerin uygulama dönemi sonrası içinde Proje Döngüsü Yönetimi kuralları gereği izleme ziyaretlerine devam etmelidir. Bu çerçevede sözleşme makamı bir veri deposu oluşturarak geçmiş proje ve proje sahiplerinin performanslarını görebilmeli ve yeni fonlarda bu veriler kullanılabilir. Sözleşme makamı sürdürülebilirlik kavramına ne kadar önem verirse faydalanıcıda o kadar sürdürülebilir aktiviteler yapmaya devam edecektir.

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