



Final Independent Evaluation of the programme “Promoting Decent Work for Syrians under Temporary Protection (SuTP) and Turkish Citizens (TC)”

QUICK FACTS

Countries: Türkiye

Evaluation date: [Click here to enter a date.](#)

Evaluation type: Clustered

Evaluation timing: Final

Administrative Office: EVAL at ILO HQ

Technical Office: ILO Office in Türkiye

Evaluation manager: Sabrina de Gobbi

Evaluation consultant(s): Rimantas Dumcius (Team Leader), Loes van der Graaf, Nezahat Yildirim, Sümeyye Salarvan Kul, Tea Thaning, Anna Kiss-Pal

DC Symbol: TUR/18/01/DEU & TUR/19/03/DEU

Donor(s) & budget: KfW, 27,265,918.00 USD

Key Words: Refugees, decent work, labour market informality, gender, women



BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

Initiated in 2018, the goal of the “Promoting Decent Work for Syrians under Temporary Protection (SuTP) and Turkish Citizens (TC)” programme has been to increase the number of these beneficiaries working in decent conditions in Türkiye, with attention to the most vulnerable populations. The programme aimed to reach both refugees and Turkish citizens and was implemented in 18 Turkish provinces, focusing on regions with the highest Syrian populations. Having been implemented by the International Labour Organization (ILO), the programme has been part of the ILO Refugee Response Programme of the ILO Office for Türkiye. Its official donor is Germany through the KfW Development Bank (Kreditanstalt für Wiederaufbau). Phases I and II have been extended until December 2024.

To address challenges connected to formalisation, the programme aimed to support beneficiaries directly in close cooperation with employers. Specifically, activities focused on enhancing the skills of SuTP and TC for the formal labour market, promoting the formalisation of micro-enterprises, providing advice, and incentivising employers to formally hire SuTP and TC. Key components of the programme include the Work-Based Learning Project (WBL/ISMEP), Information Centres (BILMERs), and the Transition to Formality t (KIGEP) and their activities.

The programme is implemented by the ILO Office for Türkiye in partnership with the Ministry of Labour and Social Security (MoLSS) and its key agencies and directorates, including the Social Security Institution (SSI) and Directorate-General for International Labour Force (DGILF), with unions of Chambers of Tradesmen and Craftsmen and municipalities as well as other public agencies and stakeholders working closely together with the programme team in the implementation.

Present situation of the project

Phases I and II have been extended until December 2024. The third phase, which was not part of the evaluation, is ongoing.

Purpose, scope and clients of the evaluation

The **purpose** of the evaluation is to analyse the programme intervention and provide insight into its implementation. Its goal is to assess programme activities and achievements of the stated



outcomes and, if present, identify unexpected outcomes. It analyses factors contributing to or hindering the programme’s success.

The **scope** of the evaluation includes Phases I and II. It covers the implementation period from August 2018 until the time of the evaluation (September 2024). The evaluation study focuses on five provinces in more depth among the 18 provinces in Türkiye where activities have been implemented. The evaluation was conducted in accordance with the OECD/DAC evaluation criteria and the ILO Evaluation Policy (2017) and includes an overall analysis of cross-cutting policy issues related to gender equality, disability inclusion, tripartism, social dialogue, international labour standards, and transition to environmentally sustainable economies.

Clients of the evaluation are ILO’s constituents: national and state-level government institutions, workers and employers’ organisations, and representative bodies of micro-enterprises. The evaluation findings are also of relevance for ILO’s management and its technical departments,16 the ILO Regional Office for Europe and Central Asia and the ILO Office in Türkiye. Lastly, it is meant to inform the donor KfW.

Methodology of evaluation

The evaluation team employed a **theory-based approach** to analyse the programme’s overall approach in terms of its contribution to the results. More specifically, the team used the relevance OECD/DAC criteria to assess the initiative's relevance and coherence, effectiveness, efficiency, sustainability and impact. The evaluation team used a **mixed-methods data collection and analysis approach**, including qualitative data from a comprehensive interview programme (49 interviews, 10 FGDs, and a field visit to five provinces) and desk research. For quantitative data, the team used previous surveys of the programme team, its own survey, with 467 responses, and the analysis of the LogFrame.

MAIN FINDINGS & CONCLUSIONS

Relevance and coherence: The programme was a highly relevant and timely initiative that successfully addressed the needs of SuTP and employers through its flexible and adaptive implementation. The programme is well-aligned with other ILO interventions and international development initiatives, supporting the ILO's holistic



plan for Syrian refugees in Türkiye. The three components and their activities clearly showcased logical consistency. The components mutually reinforced each other.

Validity of design: Business organisations and most relevant government stakeholders were involved in the design process. Employer organisations and workers' representatives were consulted, but their roles were minimal. Beneficiaries or their representatives did not provide direct input to the design. The most important **cross-cutting ILO principles**, social dialogue, the promotion of international labour standards and gender equality were partially included.

Effectiveness: The programme has successfully met and exceeded five of its six targets, despite initial constraints and a challenging economic context, including high inflation. The programme had the capacity to make a significant contribution to the attainment of formal employment for many beneficiaries.

Efficiency: The programme team had sufficient resources to achieve outcomes. Programme management was overall efficient based on the resources used. However, the administrative burden

Impact and sustainability: The achievement of impact and sustainability is constrained by the interplay of existing legal restrictions and changes, including the refugee's evolving legal status and changes in the minimum wage, and the limited systemic approaches and consideration of good governance in the design phase. Further, the programme's impact has been constrained by the absence of a policy environment conducive to decent work and a limited use of social dialogue practices. The programme team is well-positioned to enhance the impact and sustainability of the programme throughout Phase III due to the strong implementation phase, which has begun to focus on governance more through social dialogue.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main findings & Conclusions

- 1:** Ensure and continue constituents' active engagement in the programme's implementation, monitoring, and decision-making through technical cooperation.
- 2:** Add specific focus to the engagement, capacity, and priorities of trade unions and employer organisations.
- 3:** Enhance the project's monitoring tools to assess the programme's quality and qualitative outcomes.
- 4:** Continue analysing and enhancing focus on the needs of women with regard to formalisation and decent work.
- 5:** Continue providing (long-term) support to Türkiye to create decent, formal work opportunities for all its citizens and residents.
- 6:** Cooperate with relevant ministries to address specific legal restrictions that hinder the long-term formalisation of SuTP in employment or business.

Main lessons learned and good practices

Good practices

- 1:** Implementing partners were mostly local business-led organisations and municipalities, which supported the targeting of refugees.
- 2:** The project steering mechanism was changed to an Advisory Board, which included more members and promoted progress towards a sustainable transition towards formality.
- 3:** The programme team demonstrated good practice by maintaining flexibility in its budget allocation, allowing it to adapt to unforeseen challenges, like the 2023 earthquake.

Lessons Learned

- 1:** Close engagement and advocacy with government agencies responsible for relevant policies and procedures is essential to provide sustainable and impactful support for vulnerable groups under temporary protection.
- 2:** It is necessary to assess where implementation can be streamlined through national, rather than local cooperation to ensure sufficient monitoring and quality assurance of programmes.
- 3:** A lack of clear strategic direction from the outset can hinder the ability to analyse results of impact and sustainability.
- 4:** A lack of indicators for qualitative indicators can hinder the motivation to progress towards stakeholder engagement and satisfaction, as well as impact and sustainability.