



# Evaluation Summary



International  
Labour  
Office

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Office

## ILO FINAL CLUSTER EVALUATION

### *Improving Labour Market Integration of Syrian Refugees and Host Communities in Turkey & Promoting Decent Work Opportunities for non-Syrian Refugees and Asylum Seekers in Turkey*

#### Quick Facts

<b>Countries:</b>	Turkey
<b>Final Evaluation:</b>	23.03.2020
<b>Evaluation Mode:</b>	Independent
<b>Administrative Office:</b>	ILO Office for Turkey
<b>Technical Office:</b>	MIGRATION
<b>Evaluation Manager:</b>	Ozge Berber Agtas
<b>Evaluation Consultant:</b>	Sebnem Koser Akcapar
<b>Project Code:</b>	TUR/17/06/USA & TUR/17/04/USA
<b>Donor(s) &amp; Budget:</b>	US Department of State, Bureau of Population, Refugees and Migration (PRM) (US\$ 6,907,066) & PRM (US\$ 2,100,000)

**Keywords:** Migration, Refugees, Employability, Empowerment, Skills Development, Vocational Training, Migrant Entrepreneurship, Governance, Capacity Building, Awareness Raising

#### Background & Context

*TUR/17/04/USA targets non-Syrian refugees whereas TUR/17/06/USA aims Syrian refugees (SuTP). Both projects were written using an almost identical log frame with three objectives. The overall objective of both projects under evaluation is to enhance the livelihoods and social cohesion of Syrian and non-Syrian refugees and host communities in Turkey by promoting labour market integration and inclusive economic growth underpinned by decent work principles. Both projects share the same objectives*

*and theory of change, i.e. to improve the livelihoods of vulnerable groups by improving their skills in accordance with the labour market demands, thereby to increase their employability. They are also socially inclusive and aim a holistic socio-economic integration by strengthening the capacity of national and local authorities – private sectors, public institutions including local governments and civil society actors – to address challenges facing acceptance, social cohesion, and labour market conditions while equipping them with knowledge on their rights and responsibilities. TUR/17/06/USA targeting SuTP and host community members was carried out in 8 provinces: Adana, Ankara, Bursa, Gaziantep, Hatay, İstanbul, Mersin, and Şanlıurfa. These provinces were selected where SuTPs were either heavily concentrated and/or where problems of accessing formal employment were problematic and facing structural obstacles. TUR/17/04/USA targeting non-Syrian asylum seekers and refugees were implemented across seven pilot provinces in Turkey: Adana, Denizli, Eskişehir, Erzurum, Konya, Sakarya and Samsun. These were identified in order to ensure a balanced geographical representation across Turkey's regions and on the basis of existing administrative datasets on the nationality and geographical distribution of non-Syrian refugees that consists mostly Afghans, Iraqis and Iranians.*

#### Present Situation of the Project

*Both projects were implemented as a part of the International Labour Organisation (ILO)'s five-year (2017-2021) Programme of Support aiming to strengthen the labour market and business development environment through stimulation of decent work opportunities, inclusive socio-economic growth and reinforcement of governance systems and structures. Overall, the relevance of the projects is*

significantly high considering: (1) the strong coherence of the project objectives with that of the UN and ILO, particularly with reference to the 3RP and the ILO's Programme of Support for the Response to the Syrian Refugee Crisis in Turkey, the UNDCS for Turkey (2016-2020) as well as the 2030 Agenda for SDGs; (2) the intervention logic addresses the real needs of the Syrian, non-Syrian refugees and host community members as well as the relevant public institutions, social partners, private sector and NGOs. Significant complementarity and synergy have been achieved with other projects implemented by the ILO under its programme of support; (3) the logical framework is consistent, balanced, and coherent with the three pillars of the ILO, yet complex in structure with high number of outputs to be delivered through implementing high number and variety of activities. Special attention was given on gender mainstreaming. The ILS and Social Dialogue policies of the ILO are strongly embedded in the project design, further strengthening the coordination to promote decent work opportunities. Project activities were designed to overcome the barriers the refugees face in accessing decent jobs, including language barriers. Both projects were completed by 31/12/2019 and a new project also funded by PRM started off on January 1, 2020 for 18 months (TUR/19/02/USA). Given the experience and lessons learned from these two projects, it also combines all refugee groups under one umbrella with a special focus on women and youth.

### **Purpose, scope and clients of the evaluation**

The purpose of the final evaluation is to contribute to organizational learning and ensure accountability. It provides recommendations with a view to setting a road map for future projects and help design future initiatives with local, national, and international actors. The final evaluation findings and recommendations have the overall objective to contribute for further project development to improve labour market integration of Syrian and non-Syrian refugees in Turkey while underlining strengths and weaknesses. It also aims to assess the contribution of the projects towards the achievement of the Sustainable Development Goals (SDGs), in particular SDG 8, SDG 10, and SDG 5. The main clients of the evaluation are the ILO management, project team members and programming staff in charge of the elaboration of new initiatives in the area of Syrian and non-Syrian refugees, and national and local partners as well as all relevant constituents and main beneficiaries involved in project implementation.

During the implementation of the projects, ILO worked in close cooperation with DGILF as its main implementing partner. The other main partners include DGMM, TurkStat, SSI, Chambers of Trade and Industry as well as academics and researchers as external collaborators in the project provinces.

### **Methodology of evaluation**

The final evaluation is based on the conceptual framework provided by OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential, in line with the Results-Based Management (RBM) approach, as well as the core ILO cross-cutting priorities of gender equality and non-discrimination, promotion of international labour standards, tripartism, and constituent capacity development. The methodology adapted for final evaluation is as follows: 1) data collection from a wide range of sources, including secondary sources, such as existing literature review on refugees and economic integration in Turkey and other countries, national and international reports written on the topic; 2) desk review of all project material, including the project documents, progress reports, workshop/meeting reports, evaluation reports of activities, mid-term evaluations and other relevant outputs as provided by ILO project teams, 3) available quantitative data in the area of livelihoods and work permits of Syrian and non-Syrian refugees and asylum seekers in Turkey, 4) qualitative data, such as conducting semi-structured interviews with project partners, experts, and stakeholders, 5) focus group meetings with some beneficiaries.

### **Main Findings & Conclusions**

**Relevance:** Both projects under evaluation were designed in such a manner to fill a significant gap in the field of improving the livelihoods of Syrian and non-Syrian refugees in Turkey and the activities carried out generally corresponded with the stated objectives as written in the PRODOCs. The design of projects is in line with the ILO's strategic and national policy frameworks and its priorities. The intervention logic was coherent and realistic to achieve the planned outcomes. As regards the appropriateness of the design of the activities and courses in addressing the direct needs of beneficiaries, some challenges persisted. These arise mainly due to the shorter duration of training than originally planned thereby decreasing the satisfaction level of beneficiaries and implementing partners alike.

**Coherence:** The two projects complemented other ILO projects run under ILO Refugee Response Programme, 3RP as well as other national and international donors' activities targeting to increase data and knowledge base on refugees, to improve refugees' employability and skills formation, to enable environment for business development for refugees as well as to increase the governance capacity of migration management related public institutions. Moreover, as regards to criteria such as creativity, flexibility, and innovation, their design is much better focused offering short-term and mid-term solutions unlike many projects already available in the country which yield no concrete results leading to formal employment.

**Effectiveness:** The projects were quite effective since they managed to achieve their objectives in the foreseen time frame after a brief extension period. They also stayed within the limits of the allocated resources. One of the most important contributions of the projects were to enhance the knowledge and evidence base by identifying, profiling and analyzing reliable data and labour force information on refugee populations. Regarding the effectiveness of strengthening the capacity of national and local authorities to address challenges and strengthening coordination mechanisms, structural obstacles remained despite some positive developments due to highly politicized nature of migration and refugee issues in Turkey. Workplace Adaptation and Formalization of Enterprises Programme among Syrian businesses in Istanbul were two main innovative approaches.

**Efficiency:** Both projects received adequate political, technical and administrative support from the ILO Office for Turkey thanks to dedicated officers and its national partners. A series of indicators (output) and impacts (progress) were neatly identified in quarterly reports in relation to three objectives. Although the overall efficiency is satisfactory, there is room for improvement. There is a need to gear efforts towards M&E of activities conducted in order to assess whether the resources have been used appropriately to reach the desired outcomes. This is especially important since we know that there are regional differences at the macro and micro levels. A further point concerns the need to improve the management structure to promote more efficient coordination among objectives, activities, stakeholders and provinces.

**Sustainability and Impact Potential:** The sustainability of the projects is strongly dependent on existing public policies, collaboration with public partners, and political and economic context. Therefore, focusing on institutional capacity-building at the national level in order to ensure sustainability while building effective alliances and partnerships at the local level was the key element for successful completion. Incorporating an all-inclusive component in the two projects yielded more fruitful outcomes and limited negative reactions from the host communities. Bottom-up approaches, such as household surveys at the initial phase in order to profile skill-sets, socio-economic and demographic characteristics of refugees and analyzing employers' needs and potentials in different provinces surely helped design of the projects and interventions.

## Recommendations

### Main recommendations and follow-up

- Develop ways to promote ownership among the stakeholders across the provinces and place more efforts on provinces where progress has remained limited;
- discuss ways to overcome resistance from local institutions including private sector and eliminate prejudice emanating from host communities with the involvement of main partners and collaborators;
- disseminate the good practices emerging out of provincial contexts across to the partners and stakeholders in order to promote mutual learning and ensure the sustainability of the projects;
- plan further activities to bring together the stakeholders involved in different components of the project in order to ensure that all stakeholders are up-to-date with the projects' progress, and to promote exchange of good practices and know-how around the issue;
- focus on ways to increase the impact of the training courses and identify new areas of vocational training, particularly targeting value-added sectors and new labour market demands;
- promote collaboration with other UN agencies working in the field in order to avoid overlapping and repetitive activities;
- concentrate efforts on effective monitoring and evaluation;

- *focus on the prevention of child labour among local communities, migrants, and refugees in future interventions of the ILO Office for Turkey in the upcoming projects;*
- *consider an impact assessment in order to guide future public policies on the issue and establish good practices and models to be used in future interventions.*