



# Evaluation Summary



International  
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## *Decent Work Opportunities for Refugees and Host Communities in Turkey – Final evaluation*

### Quick Facts

<b>Countries:</b>	<i>Türkiye</i>
<b>Final Evaluation:</b>	<i>31/03/2022</i>
<b>Evaluation Mode:</b>	<i>Independent</i>
<b>Administrative Office:</b>	<i>ILO Office for Türkiye</i>
<b>Technical Office:</b>	<i>MIGRANT</i>
<b>Evaluation Manager:</b>	<i>Ms. Özge Berber Aptaş</i>
<b>Evaluation Consultant(s):</b>	<i>Hasan Melih Aral</i>
<b>Project Code:</b>	<i>TUR/19/02/USA</i>
<b>Donor(s) &amp; Budget:</b>	<i>United States (US\$ 9,775,421.23)</i>
<b>Keywords:</b>	<i>Refugee, decent work, skills development, labour market policy</i>

### Background & Context

#### **Summary of the project purpose, logic and structure**

*Türkiye, being on the crossroads of continents faces irregular migration flows both as a destination and a transit country, due to political unrest, armed disputes and economic problems experienced in the surrounding geography. It may even be argued that climate change triggered migration, which may become more serious in the future, is on the horizon for the country.*

*Consequently, Türkiye continues to host the largest number of refugees worldwide which are mostly composed of Syrians (3,761,267 official figures, April 2022). They are followed by Afghans, Iraqis and Iranians who applied for International Protection.*

*In this context, Türkiye supports these communities to sustain their lives as well as their cohesion with the host community. In addition to the Turkish government, international aid organisations are spending serious efforts for delivery of public services to the refugee communities as well as local vulnerable groups.*

*ILO, as one of the leading actors in Türkiye in contributing the policy framework and implementing interventions to improve the situation of relevant groups, developed the “ILO Program of Support for Refugees in Turkey”. This project is one of the projects implemented under this programme and aims to “strengthen the resilience and social cohesion of refugees and host communities in Türkiye by promoting access to decent work and inclusive economic growth underpinned by decent work principles” through three actions, namely;*

- i. Delivering training to refugees and vulnerable host communities to equip them with right skills and competencies,*
- ii. Creating an enabling environment for business development and entrepreneurship to generate job*

*opportunities for refugees and host communities.*

- iii. *Strengthening labour market governance systems and institutions through the development of evidence-based and refugee-specific capacity-building measures to improve planning and policymaking in governance.*

*The project was implemented in 14 provinces in Türkiye (Adana, Ankara, Bursa, Denizli, Eskişehir, Gaziantep, Hatay, İstanbul, İzmir, Kahramanmaraş, Konya, Mersin, Ordu and Şanlıurfa) and managed by a team in the ILO Office for Türkiye composed of 13 positions not including back office support.*

### **Present Situation of the Project**

*The project implementation period has coincided with the COVID-19 pandemic which caused revisions in some of the project activities and targets. It is concluded that these revisions did not affect the expected outcomes.*

*The project activities were concluded by the time of finalisation of this report.*

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

*The main purpose of this evaluation is for accountability (measuring the process, progress, outcome, learning and the achievement of the project in terms of the expected and achieved results) and learning for improvement. The evaluation reviews the approach and design implemented in achieving and/or progress towards outcomes, as well as assess factors (in design and implementation) that have contributed to or impeded achievement of outcomes.*

*The evaluation covered all activities of the project implemented in the 14 provinces for the benefit of:*

- *ILO management,*
- *Project team members,*
- *Programming staff*
- *Donor organisation*
- *National and local partners and main beneficiaries involved in the project.*

### **Methodology of evaluation**

*By adapting the key OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact potential of the project and the core ILO cross-cutting priorities, both quantitative and qualitative approaches have been used during the evaluation. The evaluation tools employed were documentary analysis and semi-structured interviews. The documentary analysis is based on the documents reviewed, including project document(s), Logical Framework Matrix, progress reports, mission reports, independent mid-term evaluation, news on activities and other outputs of the project, and relevant materials from secondary sources (e.g., national research and publications).*

*Due to measures against COVID-19 outbreak, the interviews were conducted online, via Zoom, to reveal the facts relevant to the evaluation questions and synthesis of findings, conclusions, and recommendations, as well as to identify lessons learned and good practices.*

### **Main Findings & Conclusions**

*The findings of the study are summarized by the OECD-DAC criteria and ILO's cross-cutting priorities below:*

#### *Relevance:*

*The intervention carries a critical value in terms of supporting and motivating public institutions as well as civil society organizations in addressing these issues. Built on extensive experience of ILO Office for Türkiye, the project fits perfectly with the context and it is part of continuing efforts undertaken by a number of actors financed through national and international funds.*

#### *Coherence:*

*The project is a perfect fit with other interventions of the ILO Office for Türkiye. Many examples of synergies are observed during the evaluation. Furthermore, ILO's comparative advantages such as its extensive experience in different geographies, capability to engage high-level*

stakeholders, long-time presence in Türkiye, and competent staff provided added value to the project. Interaction with other ILO activities that may result in adverse effects is not observed. There are good examples of created synergies with other interventions of public institutions, especially with the local administrations. There are also examples of partnerships extending beyond the duration of the project both at global and country levels.

#### Effectiveness:

The intervention logic of the project is built on three pillars, i.e., improving the employability of refugees, supporting an enabling environment for businesses, and strengthening the relevant governance structure. The project demonstrated considerable progress towards these achievements in terms of;

- i. training of refugees, guiding and supporting them to reach employment opportunities, and helping them to adapt to their working environment
- ii. improving entrepreneurship skills of refugees and host community members, encouraging formalization of informal enterprises, delivering business advisory services to small businesses, job referral services, supporting the establishment and operation of women cooperatives, providing financial assistance to small enterprises to ensure their survival of the COVID 19 period.
- iii. improving the capacity of public institutions in terms of labour market governance, labour migration statistics, legal matters and audit processes, occupational health and safety measures, labour rights and better working conditions, supporting business service delivery to refugees, conducting analysis on foreign labour, child labour, and green economy.

Circumstances imposed by the COVID-19 outbreak were quickly evaluated by the project team and the project outcomes were modified to be more realistic under new conditions. As the result of adequate and on-time reactions to the COVID-19 crisis taken, not much deviation was observed

in the nature and degree of achievement of the project and the project targets.

#### Efficiency:

In general, the use of project resources is considered to be efficient with the exception of staff cost. Output-based rather than activity-based planning allows flexibility for the project staff in the design and implementation of activities but increases their workload considering the requirement of making frequent modifications in the activity plan to achieve the target outputs. This is further augmented by the donor's requirement for utilization of the budget in annual terms which makes it impossible for the project team to ensure long-term commitments considering the time frame required for preparation and contracting procedures. It also requires repetition of similar efforts every year.

The project is managed and implemented by a team of experts who have a long working in ILO, who is familiar with the political context and local dynamics and who are also knowledgeable about the activities of project stakeholders. They have good working relationship with public bodies and other UN agencies. Consequently, the existing management structure and technical capacity have been sufficient and adequate.

The project activities were also complemented by other resources at the global and country levels.

#### Sustainability and Impact Potential:

With the conclusion of the project, longer-term effects are expected for various actors. Public agencies and employers' and workers' organizations are among these actors, as their improved capacity is expected to be reflected in future policymaking and governance actions. Local Administrations have a better outreach capability for refugees and have a wider spectrum of tools in terms of providing support to local communities. SMEs are more equipped for improving their business and following the procedures for employing refugees which will be reflected in higher employment of the target group. Women's cooperatives became role models for similar initiatives for providing employment and improving income of refugees. As the end

beneficiaries of the project, refugees themselves improved their capacities in terms of their employability and adaptation to the work environment.

When the COVID-19 pandemic broke out, the project team revised the project plan to circumvent the restrictions imposed and the expected impact and sustainability was not affected.

The project also contributed to advancing ILO's core principles. Tripartism is enhanced with the active participation of public agencies where employer and worker representative organisations are also actively involved in selected activities. This is also expected to contribute to the improvement of ILS and social dialogue.

It should also be noted that effective communication with the donor agency and their prompt response to requests for modifications is an indication of an effective partnership with the government of the USA.

#### Gender equality and non-discrimination issues

The project directly targets vulnerable groups where women constitute a considerable portion. Therefore, gender mainstreaming was at the heart of the project design and implementation. The project design reflects the understanding of the gender-related context for the refugees and host communities. It is observed that the project used gender/women specific tools and products wherever possible in line with the ILO's mainstreaming strategy on gender equality. Women formed the majority of the project team, and they are fully conscious of gender issues. Gender disaggregation has been respected in data collection for monitoring purposes.

#### ILS, Environment and Social Dialogue

The project addressed the needs and capacity development of related actors, including government institutions and employers' and workers' organizations. Building the activities on the needs of those institutions and observations in the field indicate improved capacity toward decent work in Türkiye. In this respect, ILS promotion is considered to be very effective in the project.

Regarding the social dialogue, the activities for promoting an enabling environment for business

development and economic growth to generate more and better entrepreneurship and job opportunities for refugees and host communities brought together many social actors. The activities did not only provide means of collaboration but also encouraged social dialogue between relevant actors during preparation and implementation.

Even if the environmental aspect does not have a central role in the design project, it was obviously a point of concern. Focusing on women cooperatives for guiding them to good agricultural practices, supporting green job opportunities and green economy programs are indications of mainstreaming environmental aspects in project activities.

## Recommendations

### **Main recommendations and follow-up**

There are some areas of improvement pointed out by the findings of the evaluation process. These are:

- The outcomes should have indicators/targets specific to the outcomes and more solid links should be established between project outputs and outcomes. This will improve impact level monitoring as well.
- Project management should have the ability of making longer term commitments in terms of engagements and utilisation of budget.
- In order to enhance tripartite structure, innovation approaches should be developed, and some incentives should be provided to workers' organisations.
- Not only workers but their immediate supervisors should be included in the workplace adaptation programs
- In providing business support to new establishments sector-specific expertise is needed.