



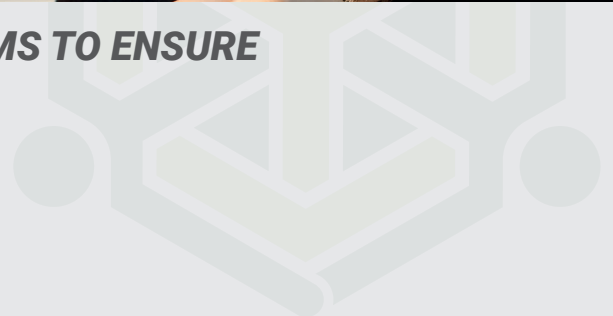
Inter-Agency
Coordination
Turkey

3RP
REGIONAL
REFUGEE &
RESILIENCE
PLAN 2019-2020
IN RESPONSE TO THE SYRIA CRISIS

SUPPORT TO PUBLIC INSTITUTIONS IN THE TURKEY 3RP 2018-2019



**STRENGTHENING PUBLIC SYSTEMS TO ENSURE
ACCESS TO QUALITY SERVICES**





The boundaries and names shown and the designations used on the maps of this report do not imply official endorsement or acceptance by the United Nations.

Cover photo: *Batoul, a young woman living with her family of three (her 10-year-old son and disabled husband), has been trained as a low voltage current installer as part of the apprenticeship program organized by an ILO project in Istanbul. Being the only woman in the class, she wants to find a decent job to support her family.*

Photo Credit: ILO

Art direction: TASARIMHANE

SUPPORT TO
PUBLIC INSTITUTIONS
IN THE TURKEY 3RP
2018-2019

***STRENGTHENING PUBLIC SYSTEMS TO ENSURE
ACCESS TO QUALITY SERVICES***

TABLE OF CONTENT

Acronyms	5
INTRODUCTION AND KEY FINDINGS	6
Key Figures	6
Turkish Public Institutions at the Forefront of Implementing Global Commitments	7
Objective and Analytical Framework	9
Investments in System Strengthening as an Important Added Value of the 3RP	10
Key Findings	11
SUPPORT TO THE MINISTRY OF INTERIOR AND RULE OF LAW INSTITUTIONS	14
Supporting a Quality Registration System	16
Supporting the Development and Implementation of the Harmonization Strategy	17
SUPPORT TO SOCIAL INSTITUTIONS	18
Establishing Local Level Coordination Platforms and Protection-Sensitive Referral Mechanisms to Support Social Service Centres	20
Setting up Management Systems for Social Assistance Through Cash Transfer Programmes	22
SUPPORT TO EDUCATION INSTITUTIONS	24
Training Turkish Teachers and Syrian Volunteer Education Personnel to Strengthen the Provision of Formal and Non-Formal Education Services and Promote Social Cohesion	26
Public Education Centres Develop Local Partnerships to Expand Education Services for Refugees	26
Developing Early Childhood Education Programme for Refugee Children to Integrate in Primary School	28
New Information Systems and Analysis for Improved Strategy of Refugee Access to Education	28
Mobilizing the Ministry of Youth and Sport to Enhance Social Cohesion	29
SUPPORT TO HEALTH INSTITUTIONS	30
Training Syrian Medical Personnel to Expanding the Capacity of the Public Health System	30
Supporting the Sustainability and Public Ownership of the Training System	31
Women and Girls Safe Spaces (Wgss)	31
SUPPORT TO MUNICIPAL SERVICES	34
Leveraging Investment to Foster Sustainable Improvement in Municipal Services	35
Cities as Safe Spaces: Municipalities Ensuring Protection and Social Protection Services	36
SUPPORT TO PUBLIC INSTITUTIONS CREATING ECONOMIC OPPORTUNITIES AND DECENT JOBS AND FOSTERING AGRICULTURAL DEVELOPMENT	38
Supporting ISKUR Digital Transformation	40
Setting Up Incentives Schemes to Foster Access to Decent Work	41
Creating New Synergies and Partnerships Between Local Institutions for Increased Job Opportunities	42

ACRONYMS

3RP	Regional Refugee and Resilience Plan
AFAD	Disaster and Emergency Management Presidency
ALP	Accelerated Learning Programme
CCTE	Conditional Cash Transfer for Education
CoC	Chamber of Commerce
CSO	Civil Society Organization
DGMM	Directorate General for Migration Management
ECE	Early Childhood Education
ESSN	Emergency Social Safety Net
GAP RDA	South Eastern Anatolia Project - Regional Development Administration
GBV	Gender-Based Violence
GCR	Global Compact on Refugees
IFI	International Finance Institution
ISKUR	Turkey Labour Employment Agency
LFIP	Law on Foreigners and International Protection
MHC	Migrant Health Centre
MoFA	Ministry of Forestry and Agriculture
MoFLSS	Ministry of Labour, Family and Social Services
MoH	Ministry of Health
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoNE	Ministry of National Education
MoIT	Ministry of Industry and Technology
MoYS	Ministry of Youth and Sport
M&E	Monitoring and Evaluation
NFE	Non-Formal Education
NGO	Non-Governmental Organization
PDoFLSS	Provincial Directorates of Family, Labour and Social Services
PDMM	Provincial Directorate of Migration Management
PEC	Public Education Centres
PI	Public Institution
RHC	Refugee Health Centre
RSD	Refugee Status Determination
SASF	Social Association and Solidarity Foundations
SGBV	Sexual and Gender-Based Violence
SME	Small and Medium-Scale Enterprise
SoP	Standard Operating Procedures
SSC	Social Service Centre
SVEP	Syrian Volunteer Education Personnel
TEC	Temporary Education Centre
VAM	Vulnerability Analysis and Mapping
WGSS	Women and Girls Safe Space
YOBIS	Foreign Student Education Management Information System
YÖK	Higher Education Council
YTB	Presidency for Turks Abroad & Related Communities

INTRODUCTION AND KEY FINDINGS

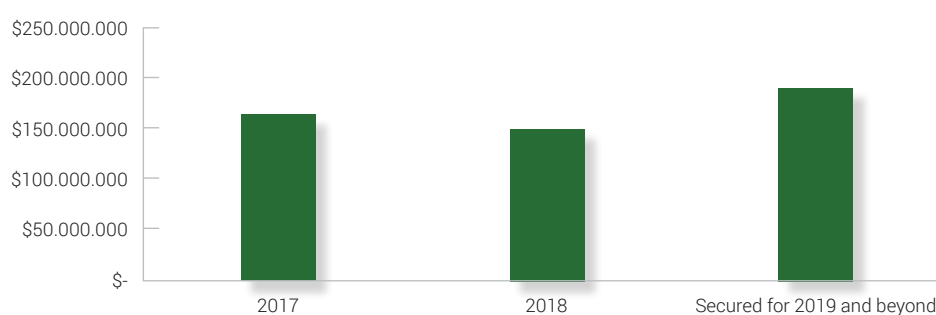
This report is the second edition of the public institutions tracking, focusing on progress by 3RP partners in 2018 and 2019 documenting the evolution of the response to inform global processes as well as pursue synergies with other frameworks such as the new National Development Plan 2019-2023.

The analytical framework used by this report looks at the 3RP support provided across sectors and agencies to public institutions (Ministries, Public Agencies, Local Authorities such as municipalities). It refers to 3RP programmes where public institutions are the primary beneficiary and retain the support provided, whether in the form of additional resources (equipment, staff, new infrastructures) or in the form of system strengthening (training, setting up of new procedures, policy development).

KEY FIGURES

- 3RP partners are providing increasing levels of support to over 15 different ministries and public institutions.
- This support is delivered both at national and local levels—over 110 interventions have also been implemented by 3RP partners with municipalities in the last two years.
- Since 2017, support to Public Institutions has reached over USD500 million.
- 3RP partners are planning to provide USD190 million of support to public institutions in 2019, a significant increase of nearly 25 per cent from 2018 when USD151 million was made available.
- Support to public institutions includes both significant investments in public infrastructures, facilities, and staffing capacities (USD136 million in 2019, a 26 per cent rise on 2018) and also in strengthening public systems through capacity and policy development (USD54.3 in 2019, a 15 per cent rise on 2018) which are critical to deliver assistance to refugees and host communities and also to ensure sustainability of efforts.
- The Ministry of National Education (USD 237 million), the Ministry of Interior's Directorate General for Migration Management (USD 68 million) and the Ministry of Family, Labour, Family and Social Services (USD 51 million) are the ministries who received the most support since 2017.
- Municipalities and Livelihoods institutions (Chambers of commerce, the Ministry of Labour, the Ministry of Industry and Technology) are benefitting from a rapid increase of support, which is expected to have at least doubled by the end of 2019.
- Overall, when adding other 3RP support channelled through institutions such as cash transfers, 90 per cent of the funding already secured by 3RP in 2019 is directed to support public systems, after 76 per cent in 2018. USD1.7 billion has been channelled by the 3RP through public systems since 2017.
- USD4.4 billion of support has been made available since 2017 to Turkish institutions and the private sector when adding bilateral support to ministries as well as loans and grants from international financial institutions and other development partners to the support provided by 3RP partners. While the 3RP only accounts for 40 per cent of this total, 3RP Partners have been providing the overwhelming majority (85 per cent) of support related to strengthening public systems. This support is expected to increase with the allocation of the second tranche of the EU Facility for Refugees in Turkey (which is not included in the figures cited in this report).

Figure 1: Support To Public Insitutions by the 3RP since 2017



The Global Compact on Refugees emphasizes support to host countries, and recommends for this support to be channeled primarily through local and national systems

TURKISH PUBLIC INSTITUTIONS AT THE FOREFRONT OF IMPLEMENTING GLOBAL COMMITMENTS

The Government of Turkey has consistently called for increased burden- and responsibility- sharing and support from the international community, while leading the response to the largest refugee situation in the world—Turkey hosts 3.6 million Syrians under temporary protection as well as 400,000 asylum-seekers and refugees of other nationalities. Turkey's Temporary Protection Regulation provides Syrians with access to services such as health, education and other social services, which are provided through national systems. The Government of Turkey has shouldered the bulk of the financial burden of implementing this policy framework, and reports spending over US \$30 billion on direct assistance to Syrians under temporary protection in Turkey to date.

The need for more equitable and predictable burden- and responsibility sharing and international support resonates with the commitments underlined in ground-breaking global agreements, notably the Global Compact on Refugees (GCR) which emphasizes easing support to host countries as one of its key objectives.¹ The Global Compact recommends for this support to include additional financial resources, but also to encompass political support, technical assistance and capacity-development support, and emphasizes the need to work primarily through local and national systems, as detailed in the box below.²

Ismail, a young man from Syria, is a student as part of the apprenticeship program organized by an ILO project in Konya. He goes to school once a week and works at the organized industrial site for 4-5 days/week. He hopes to have his own workplace one day.



Photo Credit: ILO

¹ United Nations, *Global Compact on Refugees*, New York, 2018.

² UNHCR, *The Global Compact on Refugees, UNHCR Quick Guide*, (September 2018). Available at: <https://www.unhcr.org/uk/events/conferences/5b6d574a7/global-compact-refugees-unhcr-quick-guide.html?query=UNHCR%20Quick%20Guide>

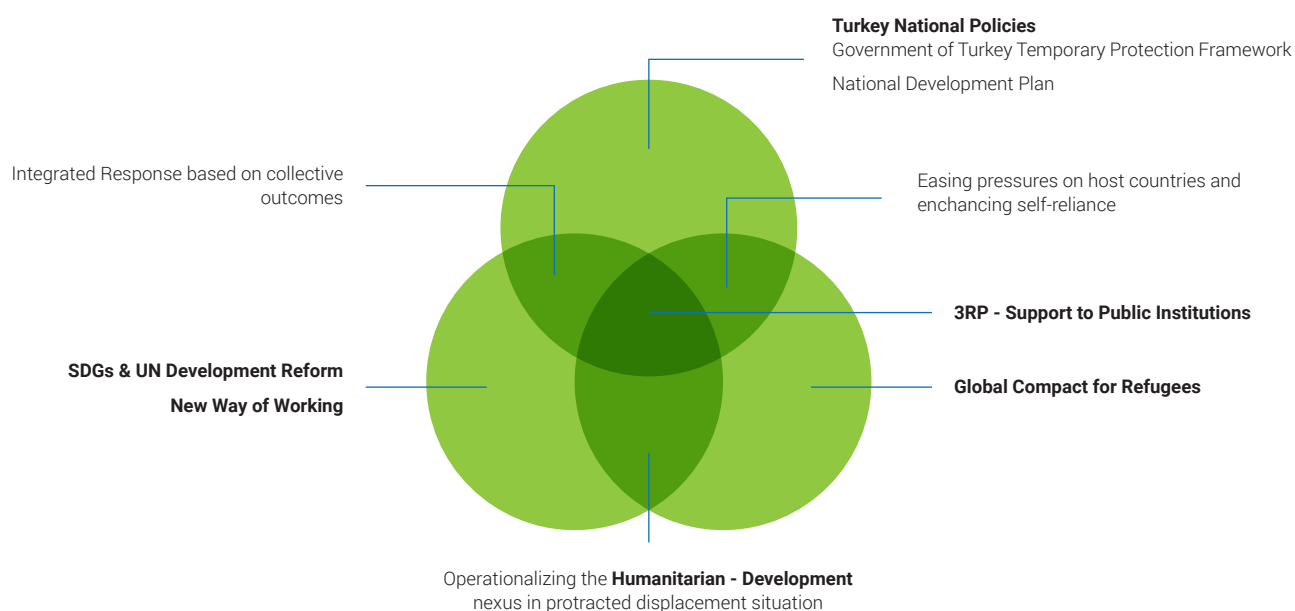
Box 1: Extracts from the Global Compact on Refugees channeling assistance through national and local systems

- “37. Local authorities and other local actors in both urban and rural settings, including local community leaders and traditional community governance institutions, are often first responders to large-scale refugee situations, and among the actors that experience the most significant impact over the medium term. In consultation with national authorities and in respect of relevant legal frameworks, support by the international community as a whole may be provided to strengthen institutional capacities, infrastructure and accommodation at local level, including through funding and capacity development where appropriate. (...)”
- 66. Humanitarian assistance remains needs-driven and based upon the humanitarian principles of humanity, neutrality, impartiality and independence. Wherever possible, it will be delivered in a way that benefits both refugees and host communities. This will include efforts to deliver assistance through local and national service providers where appropriate (including through multipurpose cash assistance), instead of establishing parallel systems for refugees from which host communities do not benefit over time.”

The GCR echoes previous calls for action from the international community to improve crisis responses by operationalizing the humanitarian - development nexus. The Grand Bargain³ for instance, includes a work stream to provide greater support and funding to local and national responders, while the New Way of Working⁴ approach recommends reinforcing and strengthening national and local capacities.

The response to the Syria crisis in Turkey demonstrates how such principles can be put into practice, given the strong capacity demonstrated by the Turkey and its institutions to provide services and assistance to refugees while supporting affected communities. In this context, partners of the Refugee and Resilience Response Plan (3RP) have consistently focused on playing a supporting role to public institutions, enabling them to reinforce their capacity to respond effectively to the needs of both Syrians under temporary protection as well as Turkish citizens, and helping to remove barriers of access to services. Support to public institutions is the cornerstone not only of Turkey’s response but also of the operationalization of the global development and humanitarian agenda on the ground.

Figure 2: National and international framework



³ The Grand Bargain is an agreement launched at the 2016 World Humanitarian Summit between some of the largest donors and aid providers, which aims to get more means into the hands of people in need.
⁴ The New Way of Working (NWOW) calls on humanitarian and development actors to work collaboratively together, based on their comparative advantages, towards 'collective outcomes' that reduce need, risk and vulnerability over multiple years. <https://www.un.org/jsc/content/new-way-working>

As the Turkey response stands out in this regard, it is important that it is adequately documented and analysed, so that the lessons learnt and recommendations can inform other responses. This is even more the case as the 3RP response in Turkey has attracted significant funding with USD1.45 billion received in 2018, which was 83 per cent of the 2018 financial requirements. This further enhances the need for accountability and transparency of the response. As such, the 3RP has been investing an increasing amount of efforts and resources into joint monitoring and evaluation, to outline its impact across sectors and partners. This has resulted in detailed analysis for 2017-2018 of the response progress across its various strategic objectives and outcomes,⁵ as well as in the publication of the first Public Institutions Support Tracking.⁶

OBJECTIVE AND ANALYTICAL FRAMEWORK

This report is the second edition of the public institutions tracking, focusing on results achieved by 3RP partners in 2018 and plans for 2019.⁷ It aims at continuing to evaluate the evolution of the response in Turkey towards more support to national systems and to provide up-to-date information to ongoing global processes of responding to refugee movements and migration, to resilience, and sustainable development. The report also aims to make a critical contribution to the operationalization of the humanitarian development nexus.

The same analytical framework of public institutions support as in the first report is followed here, looking at the 3RP support provided across sectors and agencies to public institutions: Ministries, Public Agencies, and local authorities such as municipalities. This refers to 3RP programme where public institutions are the primary beneficiary and retain the support provided, whether in the form of additional resources (equipment, staff, new infrastructures) or in the form of system strengthening (training, setting up of new procedures, policy development). In addition, most of the remaining support delivered by 3RP partners to refugees and host communities is channelled and delivered through public systems.

While the 3RP tracks the amount of support channelled through public institutions, this report only focuses on the tangible support provided to institutions. The data used in this report has been collected directly from 3RP partners in the first half of 2019. Partners provided financial data and programmatic details on their respective support to public institutions in 2018 and 2019 as per the categories below.

Table 1: Analytical framework for support to public institutions

Objective of the support	Type of interventions included
Additional capacity to deliver services: the public institution is provided with additional human and financial capacity, infrastructure or equipment, to expand services. This includes tangible ("hard") support which remains with the institutions once the programme ends (except for some staffing support).	Provision of equipment, including IT
	Construction / rehabilitation of public facilities
	Covering of staff costs and secondments
	Infrastructure
System strengthening: the public institution systems are strengthened and the necessary institutional capacity is built to deliver new/better services. This support is more intangible ("soft") but key to guarantee the long-term capacity of public institutions to be resilient.	Assessment to inform policies and programmes
	Policy development
	Strengthen internal procedures and mechanisms (referrals, curricula, Standard Operating Procedures)
	Training, capacity-building of civil servants and technical support

⁵ 3RP Inter-Agency, 2018 Outcome Monitoring Report, 3RP Turkey Chapter 2018 (June 2019). Available at: <https://data2.unhcr.org/en/documents/download/70022>

⁶ 3RP Inter-Agency, Support to Public Institutions in the Turkey Refugee and Resilience Response Plan 2017-2018 (September 2018). Available at: <https://data2.unhcr.org/en/documents/download/66186>.

⁷ 3RP partners provided input on the support provided to public institutions in 2018 and for plans in 2019 for which funding was already secured and committed as of April 2019.

INVESTMENTS IN SYSTEM STRENGTHENING AS AN IMPORTANT ADDED VALUE OF THE 3RP

This report extends the analysis undertaken in 2018 to highlight the added value of the 3RP rather than simply updating figures and findings from previous years. In that respect, this publication builds in particular on the overall analysis of support received by the Government of Turkey for the Syria response. This includes, to the extent this information was available, funding provided by the EU Facility for Refugee in Turkey and other donors directly to national institutions bilaterally, through 3RP partners or international financial institutions (the EU Facility is providing funding both to 3RP partners and to International Financial Institutions, in addition to the support provided directly to the Government). In line with the outcomes of 2018, this analysis shows again that 3RP partners provide support to a wider range of institutions than other stakeholders (see table 2). Second, a total of USD4.4 billion has been made available for the period 2017-onwards, including through loans from financial institutions (not including the second tranche of the EU Facility which should increase that total to USD7.7 billion). While the 3RP only accounts for 40 per cent of that total, 3RP Partners have been providing the overwhelming majority (85 per cent) of support related to strengthening public systems.⁸

Table 2: Public institutions supported by international partners in Turkey in the Syria response since 2017

	3RP Partners	International financial institutions and bilateral development partners	EU Facility - Bilateral Support
Chambers of Commerce	✓	✗	✗
GAP RDA & MoD	✓	✗	✗
MoFLSS & ISKUR	✓	✓	✗
MOFAL	✓	✗	✗
Municipalities	✓	✓	✗
Gendarmerie, Coast Guard, Police	✓	✗	✗
Ministry of Interior & DGMM	✓	✗	✓
Ministry of Justice	✓	✗	✗
Bar Association	✓	✗	✗
AFAD	✓	✗	✗
Ministry of Health	✓	✓	✓
Ministry of National Education	✓	✓	✓
Ministry of Youth and Sports	✓	✗	✗
Turkish Red Crescent	✓	✗	✗
Private Sector	✓	✓	✗

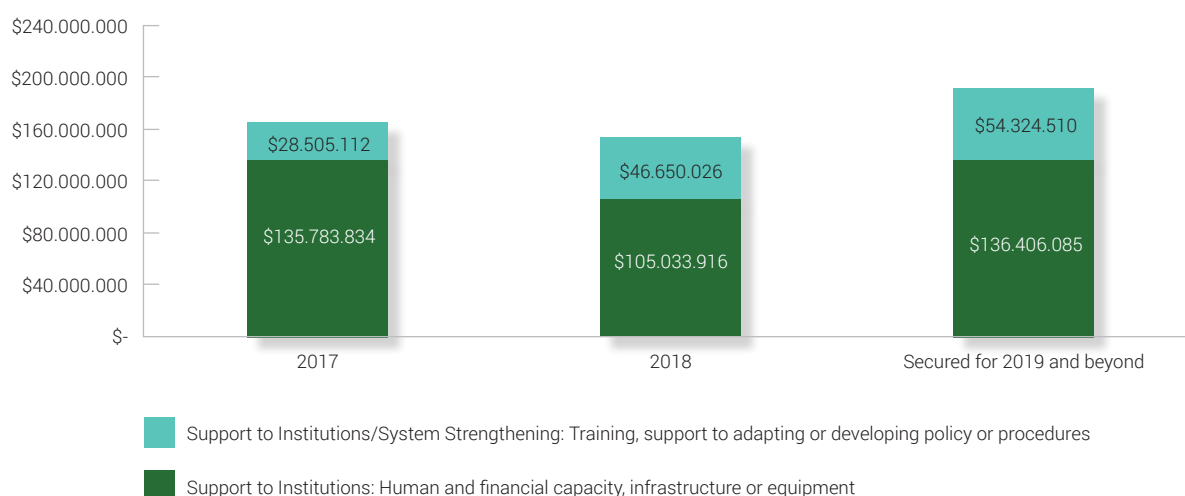
⁸ Support to Public Institutions by 3RP Partners and International Financial Institutions (December 2018). Available at: <https://data2.unhcr.org/en/documents/download/67931>

This report pays particular attention to detailing system-strengthening efforts by 3RP partners across public institutions. This is not only because this represents a unique feature and key added value of the 3RP, but also because such programmes are critical to enabling beneficiary institutions to absorb larger financial investment in the form of loans or infrastructure support. Indeed, setting and adjusting policy, procedures and coordination systems, and working with civil servants and public officials is important for public systems to then deliver large amount of assistance quickly and efficiently. It is also key to turning a crisis such as a refugee influx into an opportunity to improve service delivery and public operations in general, hence benefitting host countries such as Turkey in the long term and achieving sustainable development gains through an integrated refugee-resilience response.

KEY FINDINGS

3RP partners have secured USD187 million worth of support to public institutions for 2019, a significant increase of nearly 25 per cent from 2018 where USD151 million was made available. Since 2017, support to public institutions has reached over USD500 million.

Figure 3 : Evolution of the support to public institutions in the 3RP over 2017-2019



Looking at the support provided to public institutions in more detail, distinguishing between “hard” (infrastructure, human and financial capacity) and “soft” (system strengthening) support shows that the increase in support between 2018 and 2019 is mostly explained by more funding for the former (see Figure 3 above). This is primarily because of the preparation and planning required by large infrastructure programmes, particularly at the municipal level, which will be completed this year. The relative decrease in support to public institutions in 2018 compared with 2017 is mostly explained by exchange rate variations which affected payments made in Turkish Lira, particularly for large programmes such as payments of incentives for Syrian volunteer education personnel. Another important change is that significant funding available in 2018 was for multi-year programmes, so that some of the funding secured for 2018 was eventually spent in 2019. In the medium term, it is striking to see that while “hard” support has remained virtually at the same level between 2017 and 2019 (not accounting for exchange rate fluctuation), “soft” support has almost doubled in the same period, highlighting the increasing focus of the 3RP on sustaining the impact of its support by strengthening existing systems.

Overall, when adding other 3RP support channelled through institutions such as cash transfers, 90 per cent of the funding already secured by 3RP for 2019 is directed to support the public systems, after 76 per cent in 2018. USD1.7 billion has been channelled by the 3RP through public systems since 2017.

Moreover, 3RP partners are tailoring the scale and evolution of the support provided to the specific needs of each institution. As such, while the overall funding available to enhance the capacity of public institutions has increased since 2017, this has not translated into a uniform increase across ministries and local authorities. Figure 4 below shows that while the Ministry of National Education (MoNE) has consistently been the institution receiving the most support, this has actually gradually decreased over time, due to exchange rate fluctuations and the fact that once infrastructure and equipment were in place, more efforts could go into support focusing on the quality of education (requiring, inter alia, investments in teachers' training, design of new curricula). At the same time, institutions involved in job creation, livelihoods and agriculture such as the Ministry of Family, Labour and Social Services (MoFLSS) and the Turkish Employment Agency (ISKUR), and chambers of commerce and industry, are benefitting from rapidly increasing support, as are municipal institutions.

Figure 4: Cumulative support by institutions since 2017 (total 506m USD)

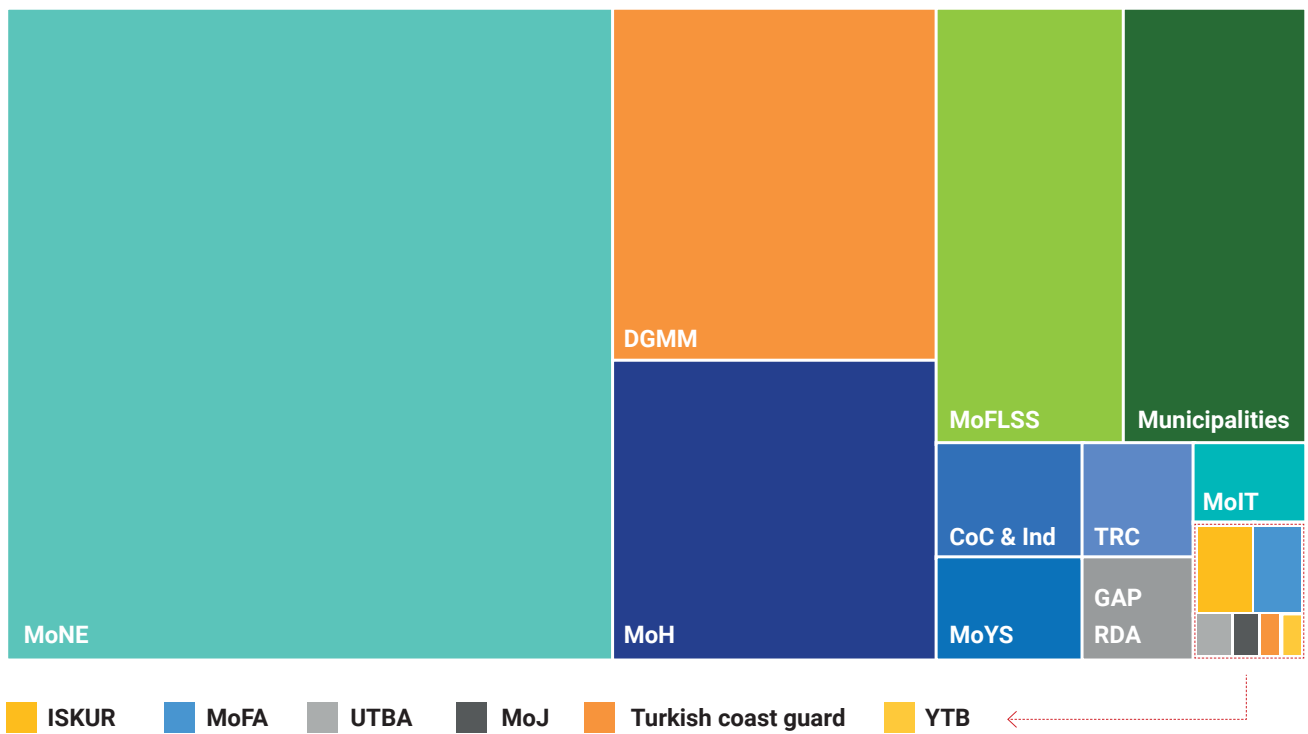
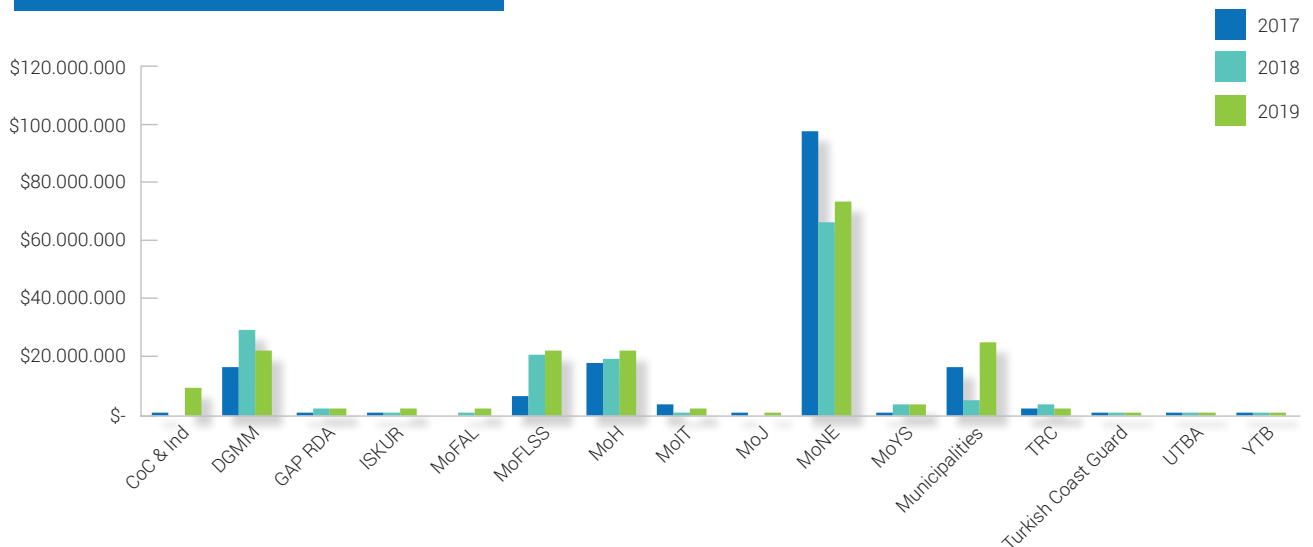


Figure 5: Evolution of support by institution

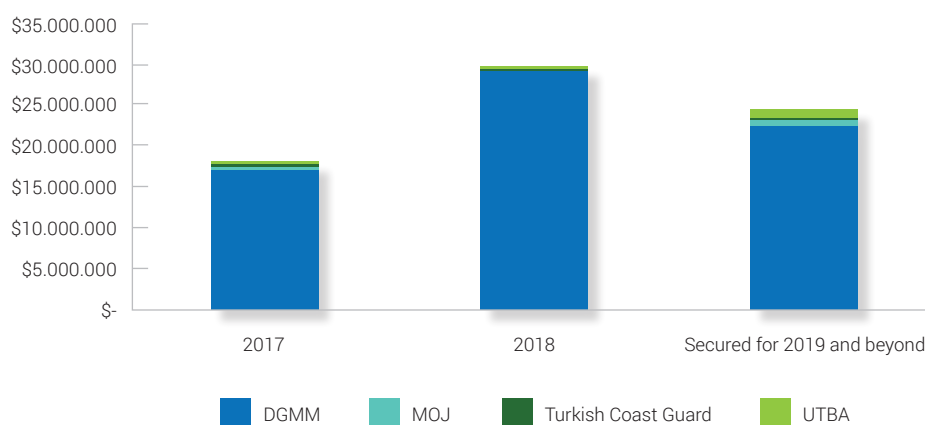


Alaadin has been living in Turkey for five years. He is being trained in the field of automotive as part of the apprenticeship program organized by an ILO project in Konya. He and his family are happy that he will have an international certificate of mastership upon completing his education.



SUPPORT TO THE MINISTRY OF INTERIOR AND RULE OF LAW INSTITUTIONS

Figure 6: Support to DGMM and other rule of law institutions remains one of the main 3RP priority



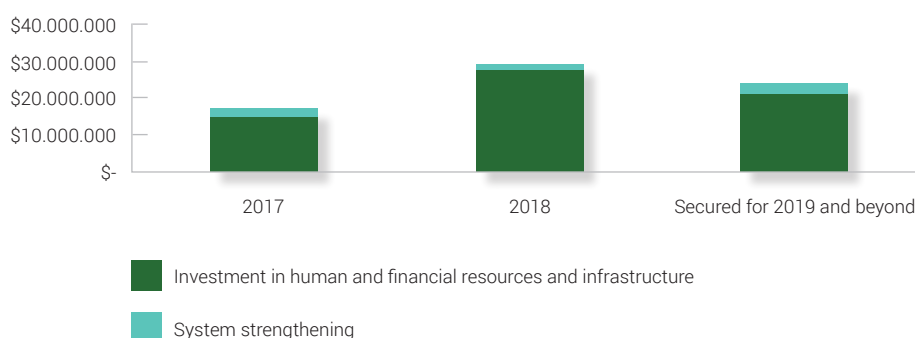
The response and strategic direction of the 3RP is firmly anchored in sustaining support to the Government of Turkey and its primary role in the provision of protection and assistance to persons seeking international protection in Turkey.

The response and strategic direction of the 3RP is firmly anchored in sustaining support to the Government of Turkey and its primary role in the provision of protection and assistance to persons seeking international protection in Turkey. The Directorate General for Migration Management of the Ministry of Interior (DGMM) has received consistently a high level of support since 2017 to support the necessary capacity for registration of Syrians under temporary protection, international protection status determination, but also the identification of specific needs and vulnerabilities of Syrians by the local Provincial Directorates. The support to DGMM peaked in 2018, with nearly USD 29m worth of support, notably to allow the successful completion of the verification of registration, which resulted registration records of over 2.7m Syrians under temporary protection having been verified and updated. In 2019, that support continues for DGMM to have the necessary capacity to perform continuous registration and verification tasks, which requires human resources capacity. 3RP partners will therefore support the deployment of over 700 support staff to DGMM Provincial Directorates, as well as procurement of further equipment, rents, renovation, refurbishment and supplies for local offices.

With regards to the processing of applications for international protection, two decision centres (in Ankara and Istanbul) were established in 2018, and mobile decision units were established in 2019 with a view to harmonize decision-making procedures across Turkey. With regard to registration, an important feature of the verification entailed the development of a protection sensitive method for the verification and registration, namely the establishment of protection desks. Through the desks, strengthened intra-government referrals to ensure persons with specific needs are able to access dedicated and targeted services were possible. In the longer term, continuous registration is expected to facilitate standardized collection of registration information and with it, improved evidence based information available to public institutions.

While of more limited scale, support to other rule of law institutions is also increasing in 2019, notably to provide legal counselling and legal aid to refugees thanks to the establishment of legal clinics with the Union of Turkish Bar Associations. The Ministry of Justice and the Turkish Coast Guard will also be supported. All in all, most of the support to DGMM and other rule of law institutions remains focused on providing them with the necessary equipment and human resources to expand their capacity throughout Turkey. Protection partners also provided support to the Ministry of Family, Labour and Social Services (including Social Service Centres), the Gendarmerie, municipalities, mukhtars and religious leaders on relevant aspects of protection, as shown below.

Figure 7: Support to protection and rule of law institutions requires important investment in provision of additional staff and interpreters



Box 2: Evolution of the Response: The 3RP support to the Ministry of Interior and rule of law institutions has evolved over the medium term in response to changes in the policy framework, supporting first its development and then its implementation

Date	Key Milestones	Evolution of the Response
April 2013	Adoption of the Law on Foreigners and International Protection	Legal basis for international and temporary protection.
October 2014	Adoption of the Temporary Protection Regulation	Citizens of the Syrian Arab Republic, stateless persons and refugees who arrived at or crossed our borders, coming from the Syrian Arab Republic as part of a mass influx or individually, for temporary protection purposes owing to events happening in Syrian Arab Republic since 28 April 2011 shall be covered under temporary protection (...).
2018	Strategy and the national action plan on harmonization	3RP partners support the roll-out of joint activities including trainings, social events and awareness raising. Activities will entail engagement of a range of provincial and local actors, including religious officials, local community members and service providers, provincial directorates and others.

SUPPORTING A QUALITY REGISTRATION SYSTEM

Registration is a fundamental component of international protection as it constitutes the first step in formalizing the protection relationship between a state and a person seeking international protection. While registration and international protection determination processing has been undertaken by the Turkish Government for several years, the large scale arrivals of Syrian refugees in a short period of time against the capacity of DGMM to ensure effective and timely registration resulted in certain information gaps in recording of individual data. Support to DGMM in the registration process, including through the verification, facilitated the capturing of information related to specific needs, education and professional background. This had a significant impact not only in terms of strengthened identification of persons with specific needs and vulnerabilities, but also their intra-governmental referrals to other public institutions. Furthermore, technical support provided in strengthening international protection status determination procedures of DGMM will facilitate durable solutions for refugees.

With the purpose of systems-strengthening, partners delivered technical trainings to DGMM on international standards in registration and status determination procedures to support effective, timely and quality outcomes. Protection-related sessions were incorporated in the trainings in support of protection mainstreaming, and in consideration that Provincial Directorates for Migration Management (PDMs) and DGMM staff have direct contact with refugees and are therefore well placed for identification and referral of persons with specific needs. Trainings were carried out through blended learning methodologies, which include the provision of both theoretical and practical knowledge. Complementary to the trainings, sector members engage in on-the-job trainings, technical study visits (both in- country and abroad) to increase knowledge of good practices. Other training tools such as e-learning programmes are also being developed in order to support the sustainability of capacity development efforts and reach as many staff as possible. Technical capacity development efforts, mainly through trainings, continued in 2019.



*KAMER_Gaziantep WGSS
Center - International
Women's Day Activity.*

SUPPORTING THE DEVELOPMENT AND IMPLEMENTATION OF THE HARMONIZATION STRATEGY

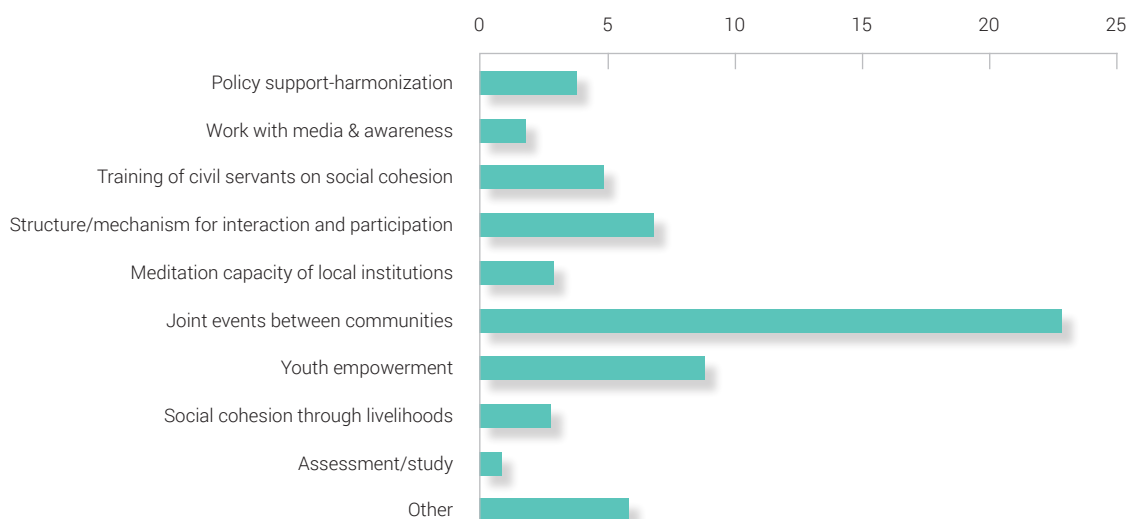
The Law on Foreigners and International Protection (LFIP) emphasizes the importance of developing harmonization policies in order to enable foreigners, including refugees, to contribute positively to the local communities. While welcoming attitudes from the host community still prevail, recent assessments and surveys have highlighted that social tensions are also increasing, potentially threatening social cohesion at the local level.⁹

As stipulated in the LFIP, DGMM lead efforts to develop a Harmonization Strategy. The strategy is comprehensive, addressing the fields of health, labour markets, education, information, social inclusion and social support. DGMM holds the responsibility of monitoring and evaluation of the Strategy.

As social cohesion is a key cross-cutting element of the 3RP, partners have therefore supported DGMM not only in developing the Harmonization Strategy but also in its implementation. Support for the development of the strategy included field visits and focus group discussions between DGMM and refugees as well as local representatives of the host communities specifically centred on social cohesion as well as facilitating workshops with local and national government counterparts to translate the strategy into action plans that would guide the work of local harmonization working groups. These working groups were then supported by 3RP partners, who are also developing handbooks on harmonization for public officials.

At the operational level, supporting harmonization requires both mainstreaming social cohesion in existing programming but also implementing specific activities to reinforce positive inter-community relations. In this respect, 3RP partners have developed an important set of local interventions dedicated to improving social cohesion. Some of these interventions are implemented jointly with DGMM in the framework of the harmonization strategy, such as the organization of engaged conversations, neighbourhood gatherings in key municipalities and regional workshops. In addition, 3RP partners have over 80 ongoing interventions, ranging from joint events between communities on the occasion of religious events to fostering smooth relations in the workplace through work mentoring programmes, as illustrated below.

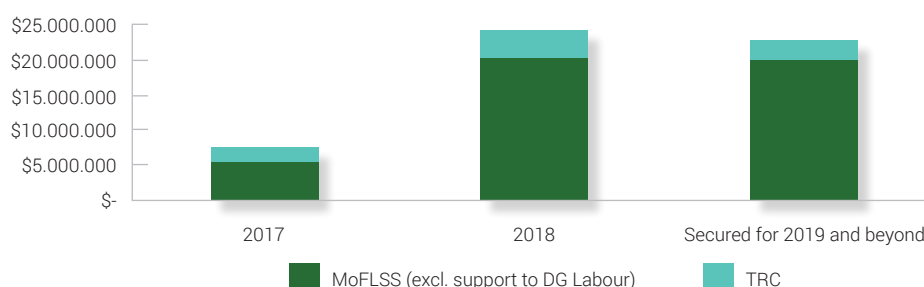
Figure 8: Social cohesion interventions being implemented by 3RP partners



⁹ Hacettepe University–Murat Erdogan, *Syrians Barometer 2017; Syrians in Turkey 2014*. Available at <https://mmuraterdogan.com/2016/06/06/raporlar/>; International Crisis Group: *Turkey's Syrian Refugees: Defusing Metropolitan Tensions* (January 2018). Available at: <https://www.crisisgroup.org/europe-central-asia/western-europemediterranean/turkey/248-turkeys-syrian-refugees-defusing-metropolitan-tensions>.

SUPPORT TO SOCIAL INSTITUTIONS

Figure 9: Increasing support to social institutions sustained in 2019



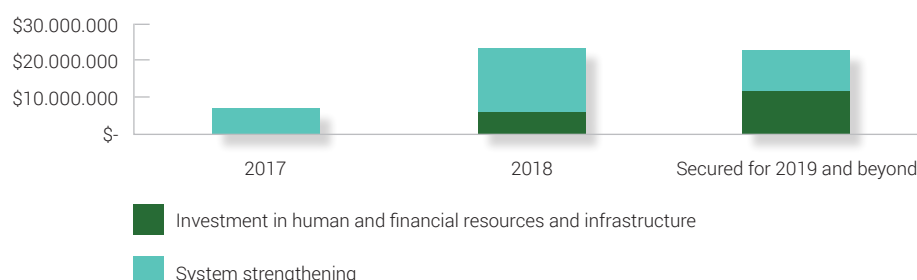
MoFLSS and Kizilay benefitted from substantive support to put in place the necessary outreach, targeting, monitoring and management systems.

Reflecting the critical importance of its services in the life of vulnerable refugees and host communities, the Ministry of Family, Labour and Social Services (MoFLSS) is a main partner for no less than four of the six sectors of the 3RP: basic needs, livelihoods, education and protection. This section focuses on the support provided to the Family and Social Services directorates of the ministry, while support for the labour directorates is covered in the section on livelihoods and agriculture institutions. Another critical institution in the effective provision of social services is the Turkish Red Crescent, particularly given its leading role in the provision of cash transfers to refugees enrolled in the Emergency Social Safety Net (ESSN) system, in the Conditional Cash Transfer for Education (CCTE), in adult language classes, and also in food assistance in camps.

Given the massive scale of these programmes, which represented USD 520 million in 2018 and at least USD 332 million for 2019, MoFLSS and the Turkish Red Crescent (TRC / Turk Kizilay- included in this report given its role in extending public systems such as cash transfers to refugees) benefitted from substantive support, particularly in 2018, to put in place the necessary outreach, targeting, monitoring and management systems. This translated into tripling the support to MoFLSS and TRC for social services, which increased from USD 6.5 million to USD 23 million between 2017 and 2018. Support to both institutions for 2019 is stabilizing at the same level (USD22 million), but covers a wider array of interventions.

Indeed, as ESSN and CCTE programmes are now up and running and system strengthening investments are decreasing (USD12 million in 2018 against USD 7.8 million for the remaining duration of the programme in 2019), other partners have scaled up programming in other areas. This is notably the case for support to the Ministry's social service centres—after intensive work to set up guidelines, standard operating procedures and other systems in 2018, partners are now assisting the centres in their delivery of services, notably by investing in three mobile centres. These investments, accompanied by in-service trainings for MoFLSS to improve service delivery capacity, will be necessary to fulfil the protection sector's ambition to significantly scale up specialized protection services, notably for SGBV services, with nearly 250,000 individuals targeted in 2019 against less than 40,000 reached in 2018.

Figure 10: Social systems have been strengthened in 2018 to absorb additional investments in 2019



Box 3: Evolution of the Response: 3RP Partners have provided technical input and expertise the structuring and implementation of the ESSN programme, while continuing to support access to other social protection services.

Date	Key Milestones	Change in the 3RP Response
Oct 2016	ESSN Implementation Guide	Start nationwide implementation of the ESSN programme
June 2017	Updated Criteria and Transfer Value	Change in the criteria to decrease inclusion errors and increase the ESSN amount to better meet the needs of targeted beneficiaries
Nov 2017	Top-up Payments	Introduction of quarterly top-ups for each household
October 2018	Top-ups for households with members with severe disability	Additional assistance to households with family members who have severe disabilities to provide the necessary care to those individuals, while still meeting their basic needs. Beneficiaries who have a disability rate of 50 per cent or higher and are flagged as severely disabled are eligible for top-up payments.
November 2018	Social Assistance and Solidarity Foundations' Discretionary Allowance	New assistance mechanism to include very vulnerable ineligible households who cannot meet the demographic criteria of the ESSN.
2018 - 2019	MoFLSS Letters on the Role of Civil Society set approval procedures for household visits, field visits and outreach activities in relation to the identification of special needs of foreigners (January 2018) and permissions to conduct a wider variety of activities, including psychosocial support services, case management, counselling services and group activities (October 2018).	Both types of letter indicate an increase in momentum and will with regards to coordination leadership by provincial authorities. This positive step goes hand-in-hand with ongoing approval procedures with Provincial Directorates of MoFLSSs (PDoFLSSs). There remains a need to establish formal, structured referral mechanisms between civil society organizations and PDoFLSSs.

Role of Civil Society: Of the milestones listed above, the MoFLSS letters covering the approval and mapping of NGOs and their protection related activities are the most relevant to the changing role of civil society. A shift in the manner and content of the work of partners is expected, from delivery of comprehensive case management services to identification and referral of persons with specific needs to public institutions.

ESTABLISHING LOCAL LEVEL COORDINATION PLATFORMS AND PROTECTION-SENSITIVE REFERRAL MECHANISMS TO SUPPORT SOCIAL SERVICE CENTRES

Over the years, protection partners at national and provincial level in Turkey have been working towards strengthening preventive and response mechanisms to mitigate and provide services to those most at risk. Supporting national ownership of the overall protection response has been a core element of the 3RP strategic direction. Significant efforts have been exerted to enhance the expertise, staffing resources and institutional absorption capacity of national and provincial public institutions to ensure those most vulnerable and at risk are identified, referred, and provided with direct protection services where needed. In this regard, partners continue to support a number of public institutions, especially at the provincial and local levels, to establish local level coordination platforms as well as two-way protection sensitive referral mechanisms.

Increasing coordination and referral efforts between governmental, civil society and international actors is crucial for the success of protection assistance. Indeed, Social Service Centres (SSCs) are facing a very high caseload, especially in areas where one centre covers several districts, and are therefore challenged in responding to the increased demand for protection services. SSCs receive cases through a variety of channels and modalities such as the 183 hotline and through intra-governmental referrals. As such, the overarching challenge is the limited capacity of most of the SSCs in terms of human resources to be able to address the needs of the vulnerable population groups. In addition, they have limited capacity in terms of interpreters or Arabic speaking staff, who are critical to extend services to the refugee population.

In addition, protection partners identified three operational challenges in the way identification and referrals mechanisms are implemented: 1) cases are not prioritized by referring organizations according to risk levels, urgency and needs (hence SSCs are required to go through lists of hundreds of individuals, which may hinder timely and effective response); 2) SSCs receive lists of persons with needs that cannot be addressed through their centres, and which require referrals to other service providers. This places them in a position where they are accountable to address issues beyond their responsibility; 3) in some provinces, it is observed that SSC social workers are not authorized to refer cases to other public institutions, due to data confidentiality. SSCs are also not fully familiar with the specific needs of refugees. Coupled with limited outreach capacity, identification of persons with specific needs predominantly is dependent on referrals through other actors.

In light of these challenges, Provincial Directorates of MoFLSS (PDoFLSS) are increasingly stepping up coordination efforts to complement the ongoing approval processes of NGOs to conduct protection-related activities. Local level coordination mechanisms between Governorates, PDoFLSSs, PDMMs, municipalities and other local actors are a crucial pre-requisite to establish two-way protection sensitive referral mechanisms. Indeed, Social Service Centres (SSCs) receive referrals from protection partners but also refer individuals for specialized services to civil society organizations, as some services are not available through public institutions. It will therefore be important to establish a two-way referral mechanism that would facilitate their referrals to CSOs as well to other public institutions and local authorities.

The 2018 MoFLSS letters on the role of civil society made no reference to the establishment of structured referral mechanisms for identified individuals to PDoFLSS as a result of the approval process. As such, 3RP partners have engaged in local level coordination mechanisms in various provinces across Turkey to fill this gap. Efforts include the development of a digitalized protection-sensitive inter-agency referral form, development of joint thematic risk assessment and case prioritization matrices, trainings on available national protection mechanisms targeting SSC staff and NGO social workers, public policy workshops conducted at provincial level to foster intra-governmental referral mechanisms and coordination, etc. Good practices are to be identified and replicated through the sector in the coming months: the inter-agency referral form is expected to be piloted with a few civil society organizations during the first phase, followed by a full-fledged roll-out to sector members across the country.

Over the years, protection partners at national and provincial level in Turkey have been working towards strengthening preventive and response mechanisms to mitigate and provide services to those most at risk.

The work of 3RP partners and local institutions in setting up and managing coordination platforms and referral mechanisms facilitates the complementarity of service delivery and ensures that the identified needs of refugees are addressed in a structured, timely, effective and comprehensive manner. The development of case management tools, such as thematic risk assessment and case prioritization matrices, will contribute to the overall objective of strengthening national systems. This will again support refugees in receiving quality and timely services.

As well as increasing coordination and referrals pathways, protection partners are providing more comprehensive support to the overall transition process towards government-led protection services. This includes providing technical guidance on case management, including on prioritization of cases, delivery of specialized services such as psychosocial support, data collection and management, but also through the provision of social workers, interpreters, teachers and also specialized staff, such as child development specialists and psychologists. In addition, they provide service mediators who are themselves among the refugee community and constitute a bridge between the community and SSCs, playing a crucial role in identifying most vulnerable cases including gender-based violence GBV cases through outreach work.

In order to better respond to GBV cases, the service delivery of SSCs is expanded and service quality is improved via Standard Operating Procedures (SoPs), supervision and training of staff with the support of protection partners. The services include psychosocial support, legal counseling and referral to other services like healthcare, psychosocial, legal services, and security institutional care. 3RP partners are also providing support to strengthen social service policy through policy paper and in-service training curricula covering GBV related services.

3RP partners are supporting the government's national protection outreach programme, known as ASDEP, by strengthening the capacity of outreach teams in 15 provinces with the highest concentration of refugees, and helping to strengthen and standardize case management systems and tools. A total of 54 social workers and 38 interpreters have been recruited to strengthen the ASDEP programme's capacity to provide services for refugee children and families, and since April 2019 these teams are also working in the Social Service Centres (SSCs). ASDEP teams identify vulnerable families and individuals, offer guidance, as well as referring them to relevant services and supporting them in accessing basic and specialized services. By the end of 2019, 3RP partners aim to reach more than 40,000 children via this programme.

3RP partners are also working to strengthen the capacity of SSCs and ASDEP staff at the national level, through specialized training programmes. In 2019, an online training needs assessment was conducted to identify capacity needs and evaluate the technical capacity of the staff. In the first quarter of 2019, 3RP partners have delivered Basic Trauma and Working with Victims of Child Abuse training programmes to a total of 600 social workers from SSCs in all 81 provinces of Turkey.

As a result of interventions it is now increasingly observed that SSCs are taking on more refugee cases and there is an indication of increase in absorption capacity as well as improvement of quality response.

SETTING UP MANAGEMENT SYSTEMS FOR SOCIAL ASSISTANCE THROUGH CASH TRANSFER PROGRAMMES

Unconditional cash transfers which support the Government to help vulnerable refugees meet their most pressing needs have become one of the largest components of the response. Some 1.7 million Syrians under temporary protection are receiving unconditional cash transfers through the Emergency Social Safety Net system (ESSN), allowing them to cover costs such as rent, utilities and food. Post-distribution monitoring shows that beneficiaries experience improved food consumption levels and reduced use of negative livelihood coping strategies, including less debt.¹⁰

The efficiency of such a large assistance programme (the largest cash transfer programme in the world) and its ability not only to channel regular monthly cash transfers but also to guarantee both predictability and flexibility to changing needs over time are dependent on the ESSN alignment with national social safety net structures. This then requires ensuring that national partners at field and national levels have improved capacity to manage the cash transfers over time, monitor impact on refugee vulnerability, and adjust to specific needs, as well as develop longer term strategies together with other institutions, for example the ESSN Exit Strategy.¹¹

This has required basic needs and ESSN partners to dedicate substantive resources (nearly USD20 million over the past two years) to strengthening social assistance systems to be able to channel ESSN resources. From the onset of the ESSN Programme, standard operating procedures related to core tasks, procedures, and implementation of such activities as M&E, outreach, protection, beneficiary verification, or reconciliation. The over 1,000 Social Association and Solidarity Funds (SASFs) nationwide are the cornerstone of the ESSN implementation and their staff have been trained continuously on the implementation of the ESSN programme. Regular refreshment workshops related to ESSN implementation and covering introduction of new modalities like Severe Disability Top-ups or SASF Discretionary Allowances have been conducted to keep SASFs abreast of the developments and standardize the implementation nationwide as well as ensure better access to services complementary to the ESSN, including protection referrals. Since 2018, six regional workshops have been conducted, covering over 700 participants from MoFLSS, PDMM and the Directorate General for Population and Citizenship (DGPC) as well as TRC (including Service Centre staff) and 3RP partners; 300 staff members from 107 SASF offices that receive 90 per cent of the countrywide application participated.

In parallel, the overall approach has been to build the Turkish Red Crescent's technical capacity to plan and deliver assistance aligned to global standards and strengthen their skills to implement the core technical tasks of the ESSN, so that TRC Service Centres, 168 Call Centres, outreach and operational teams can serve the beneficiaries better. 302 TRC staff have been trained on certain core programmatic areas such as Vulnerability Assessment Mapping / Monitoring & Evaluation (VAM/M&E), and cash-based transfers as well as more generic programme issues as gender and humanitarian principles. Such capacity-development programmes are continuous during the programme and can be increased or decreased according to need.

Building on this strong structure, in 2018 basic needs partners focused on improving assistance to the extremely vulnerable. In October 2018, Severe Disability Top-ups providing TRY 600 for each severely disabled person in addition to regular ESSN payments have been introduced for each household member with a severe disability. In December 2018, a new targeting mechanism, the SASF Discretionary Allowance, was put in place to allow very poor households who do not meet the demographic criteria to benefit from the ESSN. ESSN partners leveraged their global expertise to refine the targeting to address exclusion and inclusion errors (unavoidable when using fixed criteria), designing new targeting mechanisms complementary to existing Government structures rather than creating parallel structures. This included developing a process for SASF allowance and household verification visits in close consultation with national partners and ensuring that necessary technical changes were applied in governmental systems. These new mechanisms were developed by 3RP

¹⁰ WFP, *Post Distribution Monitoring Report*, July 2018. Example: Of those receiving Emergency Social Safety Net (ESSN) assistance, 88 per cent currently have acceptable food consumption, versus 81 per cent of those who do not receive ESSN assistance.

¹¹ Frit Office of the Presidency of Turkey and Ministry of Family, Labour and Social Services, *Exit Strategy from the ESSN Program (December 2018)*. Available at: <https://ailevecalisma.gov.tr/media/3725/essn-exit-strategy-1.pdf>



Photo Credit: UNFPA

MUDEM İstanbul
Zeytinburnu WGSS Center_
National Sovereignty and
Children's Day Activity

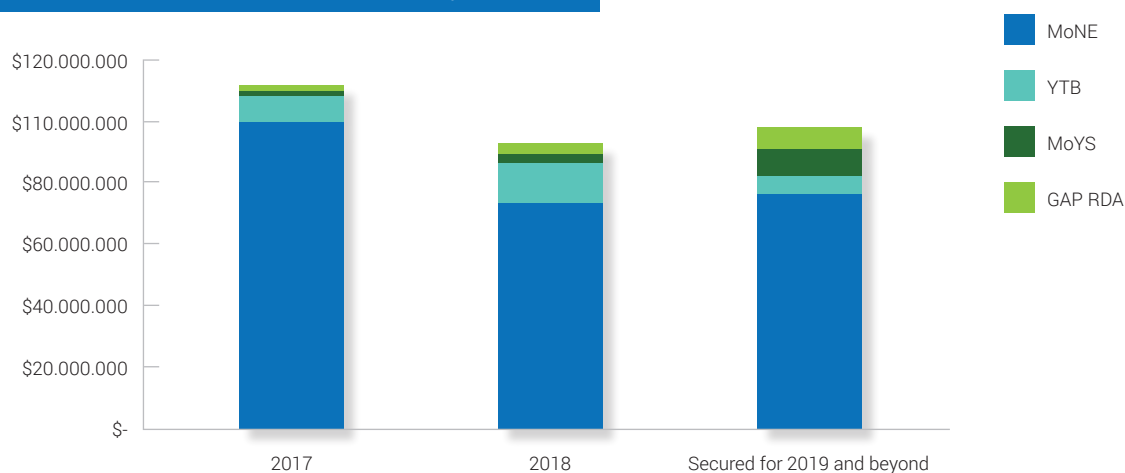
partners with the support of TRC and MoFLSS; the relevant procedures and SOPs are now in place. This adaptability of the system has been critical to ensuring the necessary assistance to address beneficiary needs.

3RP partners also leveraged the ESSN to increase access to education through the Conditional Cash Transfer for Education Programme (CCTE) for refugee children. A MoFLSS report concluded that to increase the numbers of back-to-school in secondary school, there needed to be a strong link between the conditional cash transfer for education and a broader social assistance programme. This would have a more meaningful impact on school enrolment and school attendance of refugee children. Therefore, education agencies have partnered with MoFLSS, MoNE and TRC to extend the existing national Conditional Cash Transfer for Education (CCTE) Programme to cover Syrian and other refugees in Turkey, aiming to increase access to education for refugee children in a protective environment. The CCTE programme assists vulnerable Syrian and other refugee families with children to enrol in and attend school. The attendance conditionality for the CCTE has been monitored by the MoFLSS using the Integrated Social Assistance Information System, based on data from the MoNE Education E-Okul (for Turkish public schools) and the Foreign Student Education Management Information System (YOBIS.)

In these efforts to strengthen and improve the systems, the collection and analysis of data about refugee vulnerability have enabled critical programme decisions such as a change in transfer value and introduction of quarterly top-ups, revision of targeting criteria and the development of additional criteria for household visits. The demonstration of robust analysis to inform these decisions has also been critical to obtaining buy-in from stakeholders and donors and ensuring that the ESSN is scaled up to reach its targets. The analysis of the effect of ESSN assistance on beneficiaries compared to those not receiving ESSN assistance, while noting the exclusion and inclusion errors of the programme, has likewise been of importance in ensuring that the programme continues to evolve. Future changes to the ESSN, whether in making linkages to livelihoods and resilience activities, re-targeting or profiling beneficiaries for different types of assistance, or estimating the possible impact of any change in the transfer value or targeting criteria, will certainly require continued analytical and evidence-based programme design.

SUPPORT TO EDUCATION INSTITUTIONS

Figure 11: Support to educational institutions remains very substantial



As education is a fundamental right of all children, the 3RP seeks to support Turkey so that all children aged 4-18 have access to a range of relevant educational opportunities that link to and support enrolment in formal education. The over 400,000 school-aged Syrian children and adolescents under temporary protection who are not enrolled in education or training programmes represent the most disadvantaged and vulnerable children, and include working children, children with disabilities and children experiencing other protection risks.

The expansion of the national CCTE programme to include all refugee children in 2017 was a significant achievement and has supported over 511,000 vulnerable children to date. Yet, although very significant in scale and unique in its approach by integrating social protection, child protection, education, social cohesion and sustainability components, the CCTE is only part of the education support provided by 3RP partners. 3RP partners are also focused on providing direct support to the Ministry of National Education as well as to the Presidency for Turks Abroad and Related Communities (YTB) and the Higher Education Council (YÖK), which play a key role in facilitating access to higher education. The Southeastern Anatolia Project Regional Development Administration (GAP RDA) and the Ministry of Youth and Sport (MoYS) are also involved in delivering various education programmes. Indeed, the national education system continues to be overstretched, especially in areas with high concentrations of Syrians such as in the southeast of Turkey and in Istanbul. This challenges the ability of the education system to absorb an increasing number of school-aged children with parents in some locations reporting that school management is refusing to accept their children due to limited capacity. Such pressure on the education system could also jeopardize the quality of education provided to both Syrian and Turkish learners alike.

The decrease in support channelled to and through education institutions since 2017 by the 3RP is explained mostly by exchange rate fluctuation¹² as well as by support provided outside the 3RP by other actors. However, funding shortages for the education sector remain an overall concern for the sector.

The evolution of the support for education becomes apparent when distinguishing between the provision of equipment (textbooks) and investment in infrastructure (classrooms) on the one hand and system strengthening on the other. The later type of support, which is key to the sustainability of efforts, has increased sixfold in two years. This is crucial to allow MoNE to provide new services, such as providing specialized support to children and adolescents with disabilities (CWD) to access educational services, or developing a mixed method of blended language training for adults, which is an innovative way of reducing staffing and facilities resources mobilized to deliver classes, and will be critical for Syrians under temporary protections to gain the necessary level of Turkish language skills to enter the labour market.¹³

¹² For example on the incentives provided to volunteer teachers and other education personnel – which decreased by USD 25m since 2017 due to exchange rate fluctuation.

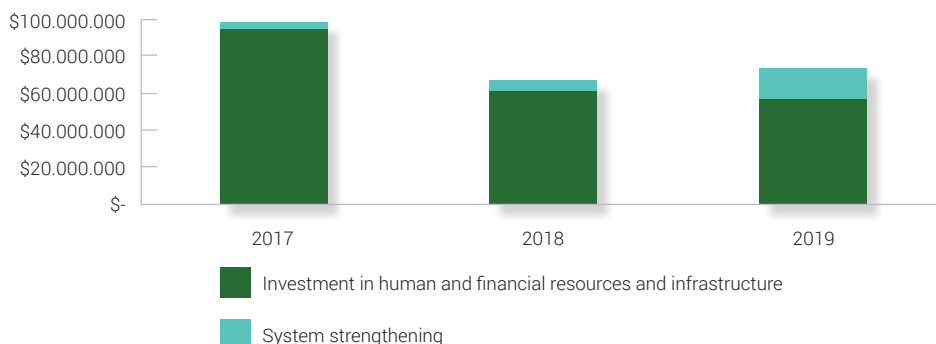
¹³ See the 2018 edition of this report for more details on the adult language training: 3RP Inter-Agency, Support to Public Institutions in the Turkey Refugee and Resilience Response Plan 2017-2018 (September 2018). Available at: <https://data2.unhcr.org/en/documents/download/66186>.

Box 4: Evolution of the Response: the 3RP supported the whole transition of education for refugee children, from schools in camps towards enrolment of refugee children in public schools.

Date	Key Milestones	Change in the 3RP Response
2012	Schools established in camps that were operated by MoNE, initially teaching in Turkish but then in Arabic, using a modified version of the Syrian curriculum	The decision to make use of Arabic language instruction set the foundation for the establishment of what evolved into temporary education centres.
2013	"Syrian schools" established in urban areas by NGOs and others. Council of Ministers approves higher education fee waiver that is renewed annually	TEC model moved from being operational only in camps to urban areas. Higher education for refugees supported through state opening opportunities for partners to support this sub-sector
Sep. 2014	MoNE issued circular 2014/21 which regularized the operation of TECs, bringing NGOs under the oversight and coordination of MoNE.	Regularized the operation of TECs and enabled provincial directorates of MoNE to partner with NGOs to offer education for Syrian refugees. Enrolment in Turkish public schools was also possible, however numbers enrolled remained low.
2014	Development of the Foreign Student Education Management Information System "YOBIS" focused on demographic and educational data with reference to refugee students who are enrolled in TECs as well as the Syrian Volunteer Education Personnel. Prior to YOBIS, data of Syrian students were only recorded manually.	In time, MoNE took ownership of the YOBIS system and started using it together with e-Okul which is for students enrolled in Turkish Public Schools. YOBIS continues to be used for the Syrian students in TECs. MoNE continued to improve the database modules.
2014	The Education Sector, MoNE and PTT signed a protocol on November 2014 in order to process regular incentive payments to Syrian Volunteer Education Personnel.	This new regular payment modality increased the attendance and the retention of the SVEPs.
2016	MoNE issues a roadmap that outlines the intention to promote inclusion of refugee children in the public schooling system.	Greater support needed in order to respond to increased demand for services (including expanding infrastructure and providing support to schools to cover additional costs associated with inclusion of additional students).
2017	Extension of the national conditional cash transfer for education system.	Large-scale cash transfer programme for education established in coordination with MoNE and MoFLSS
2017	The number of Syrian children enrolled in Turkish public schools exceeds the number enrolled in TECs for the first time in the response.	With this shift comes the need for teacher training for teachers in Turkish schools to respond to refugees' learning needs.
2018	Council of Ministers issues a decision instructing all international organizations providing higher education scholarships for Syrian refugees to pay tuition fee costs through YTB.	Tuition fee payments are directed through YTB. Government stipulates payment rates. Unit cost of scholarships increases.

Role of Civil Society: Civil society continues to play a key role in supporting outreach to communities and the dissemination of information on the right to access education and the available channels through which this can be done. Between 2014 and 2018 there was a change in the role of civil society organizations in the education sector, particularly with respect to the support provided to Temporary Education Centres (TECs) and the delivery of informal education programmes. As TECs increasingly came under the coordination and oversight of MoNE and the provision of support was channelled through direct support to MoNE, the role played by NGOs diminished. NGOs with protocols with MoNE are able to support the delivery of non-formal education programmes (both skills training and language teaching programmes) for children and adults. Following the 2016 decision, this led to the standardization of programmes in line with the DG Lifelong Learning's course content and standards. NGOs are also in a position to support municipalities and other institutions to deliver non-formal education programmes accredited through Public Education and to provide specialized assistance such as psychosocial support to children in school, mitigating social tension in schools and preventing bullying.

Figure 12: System strengthening is making up an increasing share of support to education institutions



TRAINING TURKISH TEACHERS AND SYRIAN VOLUNTEER EDUCATION PERSONNEL TO STRENGTHEN THE PROVISION OF FORMAL AND NON-FORMAL EDUCATION SERVICES AND PROMOTE SOCIAL COHESION¹⁴

Providing tailored trainings to both Turkish teachers and Syrian Volunteer Education Personnel has been a continuous priority of the education sector, to meet the needs of Syrian students and to promote social cohesion in schools. Over 150,000 Turkish and Syrian teachers and education personnel were trained in 2018, and another 56,000 are targeted for 2019 and 2020. This is particularly important as Syrian students are transferred from Temporary Education Centres to Turkish Public Schools. Concurrently, Syrian Volunteer Education Personnel (SVEP) are also being transferred to public schools and education centres. New trainings have therefore been designed for SVEPs to take up new roles in these education institutions and contribute to enhancing the integration, learning and adaptation of Syrian children within the Turkish national education system.

While such trainings often focus on inter-cultural skills and in class communication to teach diverse classrooms, a critical training component has been developed in the shape of an accelerated learning programme to target out-of-school children (see below).

PUBLIC EDUCATION CENTRES DEVELOP LOCAL PARTNERSHIPS TO EXPAND EDUCATION SERVICES FOR REFUGEES

Public Education Centres (PECs) provide a range of non-formal education courses, including Turkish language classes and skills development courses. These courses are open to youth, adults and children.

From 2016, MoNE required each organization supporting the delivery of non-formal education opportunities to refugees to have a protocol with MoNE to deliver these courses through Public Education Centres. In addition, many municipalities and other line ministries such as the Ministry of Family, Labour and Social Services deliver language courses through agreements (protocols) with the MoNE's Directorate General of Lifelong Learning. The operational modality governing PECs allows for PEC-certified courses to be delivered in a range of different locations such as NGO premises and local government centres/ facilities, which means that courses can be delivered in locations close to where refugees live. Since 2016 there has been an increase in the number of institutions with protocols with the MoNE Directorate General of Lifelong Learning and the coverage of services has been expanded. 3RP partners have been able to support the delivery of courses through PECs and where courses are offered in NGO premises refugees often have access to complementary services, such as

¹⁴ The information provided focuses on training provided for state employees to support the Syria response during 2018 and 2019. Extensive training programmes were also conducted in 2017 for Syrian and Turkish teachers; however these programmes fall outside of the reporting period.



In Ensar Community Center, Syrian and Turkish children are enjoying the sunny days spending time in nature. While learning planting process they also experience how to cooperate and team work.

psychosocial counselling. Specific examples of support provided by 3RP partners include: refurbishing PECs in selected provinces; providing Turkish language textbooks for children and adults for use in PECs; providing financial resources that support the appointment of additional teachers to facilitate the delivery of classes for refugees without placing additional financial burdens on the state; printing brochures on services offered by PECs; and offering cash incentives to course participants to offset the costs of course attendance (transportation, food allowance etc).

PECs also deliver the Accelerated Learning Programme (ALP), providing an opportunity for children who have been out of school for three or more years to acquire knowledge and skills that will enable them to enrol in the formal education system. This programme was designed to support the needs of refugee children and also includes Turkish language skills along with subject content in key subjects.

The ALP is being implemented in 75 PECs across 12 provinces in coordination with the Ministry of National Education. It aims to support 20,000 out-of-school refugee children to be able to access formal and non-formal education opportunities after the completion of the two learning levels of the ALP. In order to strengthen the quality of education offered by the Programme, approximately 200 teachers were trained on the ALP curriculum and on teaching Turkish as a second language in two phases. In addition, 86 ALP administrators were trained on the ALP curriculum and on how to work with traumatized children.

Specialised ALP outreach training was conducted for MoNE outreach workers (who include both SVEPs and PEC teachers) so that they would be better able to identify out-of-school children and refer them to suitable education opportunities. The outreach workers received training on basic humanitarian principles, assessment guidelines, communication skills, education opportunities and referral pathways. These trainings were given with the support of MoNE staff, academics and internal organizational capacity tailored to the target group in training sessions lasting between two and four days.

DEVELOPING EARLY CHILDHOOD EDUCATION PROGRAMME FOR REFUGEE CHILDREN TO INTEGRATE IN PRIMARY SCHOOL

Young learners at the early childhood education (ECE) level are at the optimal age to learn Turkish and to be prepared to integrate into primary school. Moreover, creating opportunities for both Syrian and Turkish parents of ECE students to come together to engage in joint recreational and educational activities is key to enhancing social cohesion in communities. Children who have benefitted from ECE will be more likely to continue the full cycle of their education and ECE will enhance their readiness for primary education. Therefore, in close coordination with MoNE, education partners are working on one year of pre-school education for all 5-year old children living in Turkey (by September 2020), and on facilitating the adaptation of young Syrian children under temporary protection to schooling in Turkey.

NEW INFORMATION SYSTEMS AND ANALYSIS FOR IMPROVED STRATEGY OF REFUGEE ACCESS TO EDUCATION

The Foreign Student Education Management Information System (YOBIS) was developed in 2014 and launched in 2015 by MoNE as an education management information system (EMIS) in order to enhance the quality of the management of demographic and educational data on refugee students who are enrolled in Temporary Education Centres (TECs) and of Syrian Volunteer Education Personnel. The need for YOBIS was based on the limitations of the existing EMIS system (e-Okul) of the Ministry of National Education (MoNE). These included the inability of the system to add foreign children with ID numbers starting with 98 and the inability to link children with Temporary Education Centres, as it was not possible for these schools to be added to the system. In addition, the e-Okul system is linked to the Integrated Social Assistance Information System (ISAIS), which needs various pieces of information on families, such as their permanent address and the ID numbers of individuals starting with 98. This linkage between ISAIS and YOBIS started with the start of the CCTE program.

YOBIS enabled not only school registration and attendance but also tracking and certifying the learning of Syrian and other refugee children. Use of YOBIS is not limited to capturing, tracking and reporting on the student data, it also provides the necessary data for the Syrian Volunteer Education Personnel (SVEP) to receive their monthly incentives. Additionally, with timely and accurate attendance data entry of the students, CCTE beneficiary numbers are increasing rapidly.

As well as tracking the progress and performance of children in school, understanding why 400,000 children remain out-of-school is also critical to inform the education strategy. Partners are therefore planning to conduct a quantitative and qualitative study (using a mixed methods approach) in 2019 which identifies and examines the bottlenecks and barriers hindering children's access to and completion of compulsory education in Turkey, including non-attendance and early school leaving, especially at the upper secondary education level. The findings of the study will be used to support MoNE in evidence-based education policymaking, programme design and implementation to ensure all children in Turkey access their right to education in line with MoNE Vision 2023.

Similarly, one of the key interventions in the higher education sector has been the delivery of higher education preparation programmes in order to help prepare high school graduates to meet the language proficiency requirements for admission to Turkish universities. However, there is insufficient information on the extent to which those who successfully complete the programme actually enrol in universities. In partnership with the Presidency for Turks Abroad and Related Communities, in 2019, tracer studies and surveys will be administered to programme beneficiaries in order to understand transition to higher education following the completion of the preparation programmes. Tracer studies are also planned to assess the transition rate from university to employment after graduation so that it is possible to measure the impact of these programmes and increase access to and retention in higher education.

MOBILIZING THE MINISTRY OF YOUTH AND SPORT TO ENHANCE SOCIAL COHESION

Since 2018, 3RP partners expanded their collaboration with MoYS, leveraging the ministry's nationwide network of youth centres at district level in all provinces. 3RP partners are working closely with MoYS to provide Turkish language courses to at least 10,000 Syrian and other refugee children, to help them overcome the language barriers they face when integrating into the Turkish education system.

Additional support is provided for life skills training for young people, geared towards promoting social cohesion among Turkish and refugee adolescents and youth. The sessions take place through dedicated youth camps, sporting and cultural activities. The engagement of adolescents and youth through peer-to-peer mechanisms is critical in enabling acquisition of essential life skills, like communication, empathy, leadership and communal engagement.

All activities were implemented and led by MoYS staff, trained by 3RP partners to strengthen their capacity to identify and refer adolescents and youth who would benefit from the Turkish language courses.

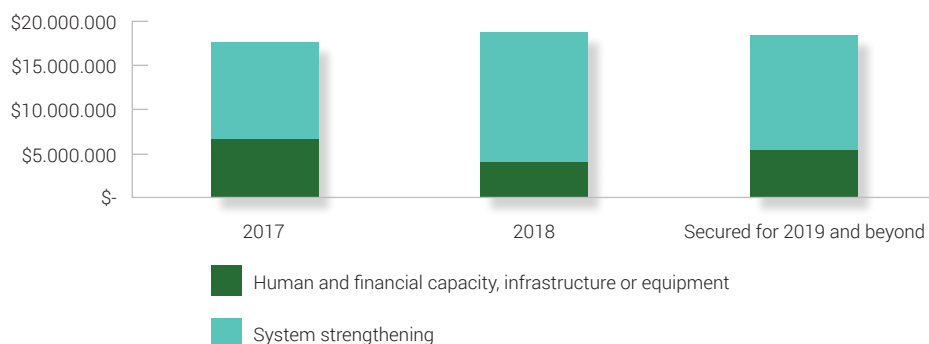
In Nizip, Gaziantep, Syrian mothers and children became an art model for each other. IOM Mobile Psychosocial teams organize many activities for mothers and children to strengthen their bond.



Photo Credit: IOM - Mehmet Sadikoglu

SUPPORT FOR HEALTH INSTITUTIONS

Figure 13: Full funding of the health sector has allowed partners to deliver support to MoH consistently



3RP partners are supporting this effort to strengthen the resilience of the Turkish public health system and to ensure that the Migrant Health Centres operate to the standards of Turkish Community Health Centres.

The focus of health partners in the 3RP is to support the Government of Turkey's provision of health care to Syrians under temporary protection. Registered Syrians are eligible to receive the same health care as Turkish nationals. This open access of refugees to healthcare services ended up stretching the capacity of the public system, especially at the secondary health care level, because of a tendency to bypass the primary medical centres. In order to alleviate pressure on the system, the Ministry of Health (MoH) is opening Migrant Health Centres (MHCs) where Syrian doctors and nurses provide services to Syrians under temporary protection, with support from Turkish doctors and nurses.

3RP partners are supporting this effort to strengthen the resilience of the Turkish public health system and to ensure that the MHCs operate to the standards of Turkish Community Health Centres. As the strategy of the health sector is well defined to complement other forms of support and allow the health system to absorb large investments, the overall amount of support has been remarkably stable over the past three years with about USD 18 million of support provided each year.

TRAINING SYRIAN MEDICAL PERSONNEL TO EXPAND THE CAPACITY OF THE PUBLIC HEALTH SYSTEM

The core contribution of health partners has been the training of Syrian medical personnel. This is done through seven refugee health training centres (in Ankara, Istanbul, Izmir, Mersin, Hatay, Gaziantep, and Şanlıurfa) which have been renovated and equipped by health partners, who also hire additional staff to run the centres, as well as psychologists and social workers to respond to the increasing needs for mental health care and psychosocial support. In these centres, Syrian doctors and nurses are undertaking a one-week theoretical course and seven-week practical courses to be fully aware of the specificities of the Turkish healthcare system. They also receive basic trainings on human rights, computers, health information systems, and communication with patients. Up to the end of March 2019, over 1,000 Syrian doctors and 800 nurses were certified; as well as 850 patient guides. Also, 600 Syrian and 300 Turkish doctors were trained in Mental Health Gap Action Programme (mhGAP – delivered in Adana in addition to the seven training centres) and 600 Turkish and 600

Syrian nurses were trained in topics like gender-based violence and early childhood development. In addition, as reproductive health was identified as an area on which Syrian medical personnel would need further training, 3RP partners have trained 1,330 Syrian doctors and nurses who have already been assigned to MHCs on family planning counselling since 2018.

Training evaluation results indicated that there was a significant increase in the knowledge of doctors, nurses and patient guides (interpreters). This has been attributed to the 3RP supported training programme. The increase in knowledge was measured for over 1,250 doctors, 1,100 nurses and 830 patient guides, and showed an improvement of 24 per cent for doctors and 39 per cent for patient guides. Trained Syrian health professionals will be hired in a network of 178 refugee health centres (RHCs). The network of RHCs and the newly hired Syrian health professionals provide free of charge primary healthcare services to Syrians, in a way that eliminates the language, cultural and financial barriers. As a promising result of this combined support, the average number of health consultations delivered per month rose by 28 per cent from 2017 to 2018.

SUPPORTING THE SUSTAINABILITY AND PUBLIC OWNERSHIP OF THE TRAINING SYSTEM

3RP partners are aiming to complete the adaptation trainings of Syrian medical personnel by the end of 2019. However, one key element of the programme's sustainability is that the entire training system is under full ownership of the Ministry of Health. The training curricula for adaptation training and community health service training were developed by the MoH. Leading Turkish universities have been involved both in the design of the curriculum and in its delivery. The training curriculum will make sure that all the necessary topics are included in the adaptation programme and in continuous medical education as well as in community outreach and home care topics.

Protocols for operations and service were also developed and signed between provincial health authorities and health partners, regulating the service provision of non-medical services. While the curricula are essential for training standardization and quality, the protocols of service regulate the scope and volumes of services provided, and identify the roles and responsibilities of the actors in the field. Overall, this will ensure that quality services are provided, in line with good practices in Turkey and the European region. Moreover, health partners are now conducting a series of surveys to adapt the technical support to the latest health status of the Syrians under temporary protection. Some surveys include the impact assessment of mental health training, non-communicable disease status, risk factors, microbial resistance, and health literacy, which are new areas of study in order to improve services.

WOMEN AND GIRLS SAFE SPACES (WGSS)

A quarter of all Syrians under temporary protection are women of reproductive age (15-49 years old). These women are at risk of unwanted pregnancies, unsafe birth and abortions and sexual and gender-based violence (SGBV) including child marriages and reproductive tract infections. In response to the needs of refugee women and girls, 3RP partners have supported the health system by establishing 37 Women and Girls Safe Spaces (WGSS) in 17 provinces. In order to complement their services in the area of sexual and reproductive health, psychosocial support, prevention and response to GBV and outreach, these centres were either integrated with the existing MHCs or 3RP partners facilitated opening of MHCs with an integrated WGSS under the same roof. 3RP partners also provided necessary reproductive health kits and medical supplies to be used in these facilities. For the sustainability and public ownership of services, the WGSS started to be managed by MoH.

Box 5: Evolution of the Response: the 3RP support to the training of Syrian health personnel has been a key component of the overall Government health response.

Date	Key Milestones	Change in the 3RP Response
2016	The Government approves the possibility to hire Syrian health professionals to serve in the Turkish health system, limited to serving their fellow Syrians in Turkey.	3RP health partners pilots with few Refugee Health Training Centres in selected provinces to test a model of service for Syrians under temporary protection.
2017	SIHHAT ¹⁵ project was initiated to hire 790 doctors, 790 nurses and 960 patient guides, funded with a direct grant of 300 million euros under the EU Facility for Refugees in Turkey.	3RP Health Sector was asked to train Syrian Health professionals for service in a network of 178 Refugee Health Centres, to be established by SIHHAT. Women and Girls Safe Spaces (WGSS) which were opened by 3RP partners in 2015 and 2016 started to be integrated into the MHCs.
2018	As 1,600 Syrian doctors and 1,200 nurses are trained, the MoH and Health partners develop community health support, hiring Syrian women on community outreach and home-based care for the disabled and the elderly.	The model of instituting community health outreach and home care services for Syrians under temporary protection is being piloted in 5 provinces. 3RP health partners were requested to train Syrian medical personnel on reproductive health counselling.
2019	To overall majority of Syrian health professionals are trained to adapt and serve in the Turkish health system	MoH and WHO are focusing Continuous Medical Training and on improving work conditions, career pathways and job satisfaction/motivation. WGSS are being handed over to MoH for continuation of their services under SIHHAT.

¹⁵ The organization responsible for the Syrians' healthcare in Turkey

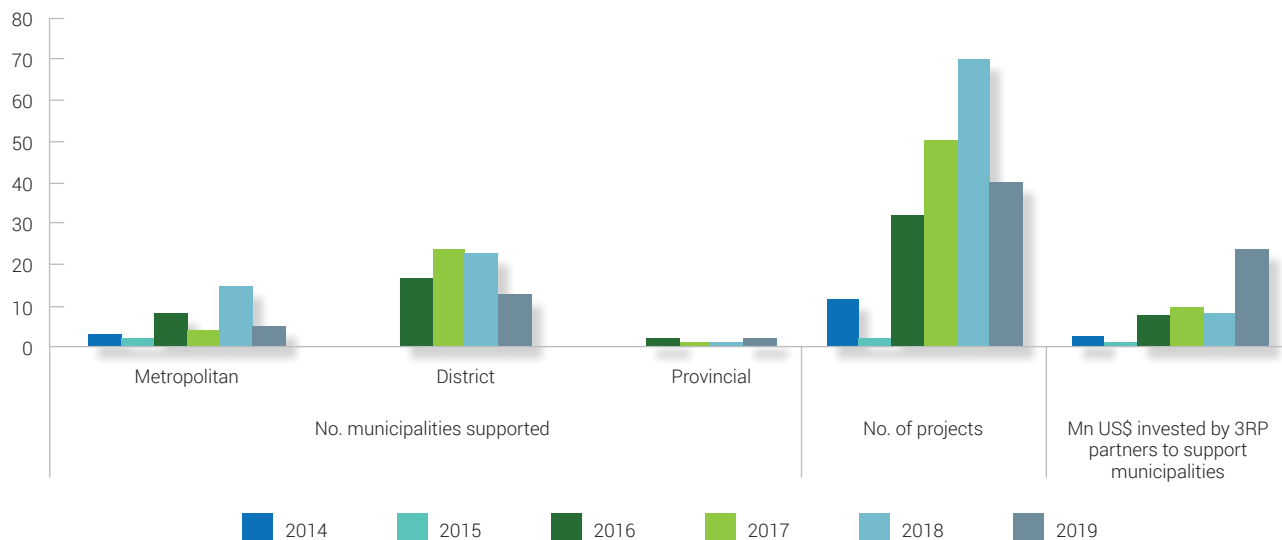
KAMER Gaziantep WGSS Center_World Refugee Day Activity



Photo Credit: UNFPA

SUPPORT TO MUNICIPAL SERVICES

Figure 14: 3RP support to municipalities is gradually concentrating on larger investments



Municipalities remain the forefront at the local levels in addressing the impact of the presence of refugees.

Municipalities remain the forefront at the local levels in addressing the impact of the presence of refugees. Some municipalities remain disproportionately affected, with a high concentration of refugees compared to their local population, in particular in the southeast. Given the wide range of municipal services they provide, their intimate knowledge of social realities and dynamics on the ground, and their ability to identify and refer vulnerable refugees and host communities to various forms of assistance place them at the center of the response at the local level. Although support is increasing, municipal needs remain enormous. This is because municipalities need to adapt to the specific needs of refugees, but also to expand other basic services proportionally to the increase in population. What is more, municipalities are not receiving additional funding transfers from the central budget to the local level to do so. The 3RP analysis of municipal resilience based on 2017 budgets estimated that southeast municipalities alone would need an extra USD215 million (or 20 per cent of their budget) to respond to the additional demand for services.¹⁶ A recent study by the Union of Municipalities of Turkey confirms the important fiscal implications of hosting Syrians under temporary protection for municipalities, which amount to USD 126 per individual per year, or USD 455 million for all Turkish municipalities.¹⁷

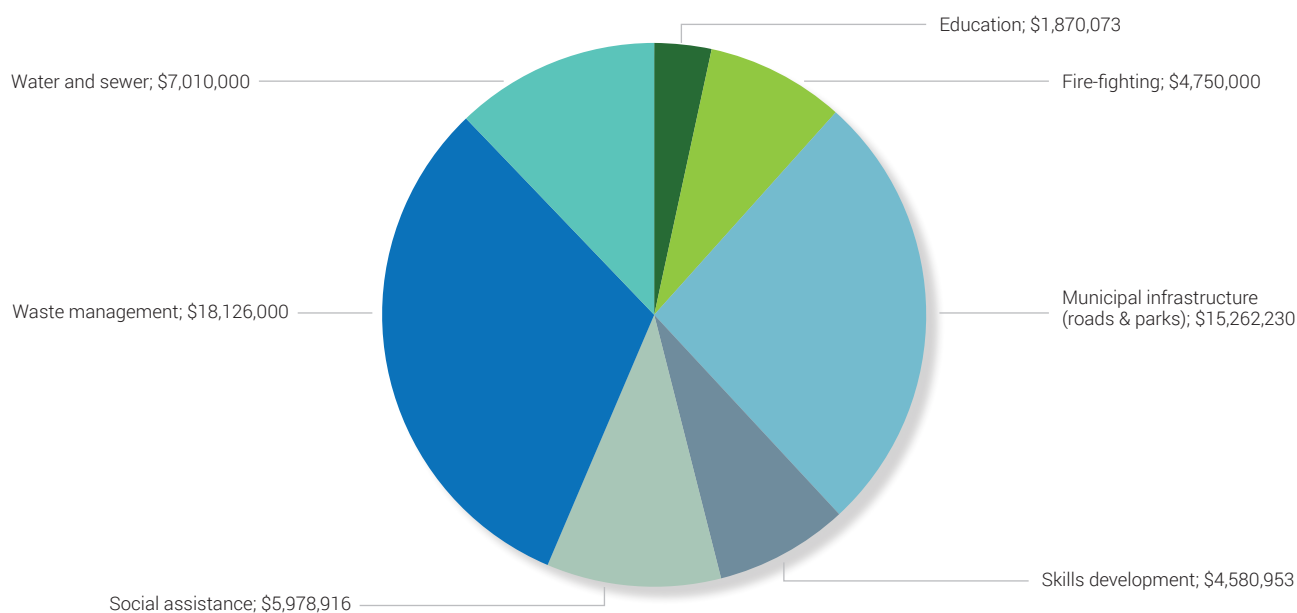
This strategic role and high need for support has prompted 3RP partners to increase their support to municipalities over time, with a total of USD60 million invested in municipal services since 2014. Importantly, the support of 3RP partners is increasingly concentrated on bigger investments into major infrastructures best suited to substantially improve service provision for Syrians and Turkish residents alike, but also on providing technical support to enable efficiency gains, through Project Management Offices (PMOs). This concentration is visible in the Figure 14, which shows both a much higher amount (USD 24.3 million in 2019 against USD 8.3

¹⁶ 3RP Inter-Agency, *Support to Municipal Resilience in the Turkey 3RP (September 2018)* Available at: <https://data2.unhcr.org/en/documents/download/66188>.

¹⁷ Union of Municipalities of Turkey, *Syrian Refugees and Municipalities in Turkey, a Financial Impact Analysis (March 2019)*.

million in 2018) invested in a smaller number of projects (40 in 2019 or USD 600,000 per project in 2019, a nearly sixfold increase on average compared with 2018). This also explains the temporary decrease in investments in 2018 compared to 2017, which is due to the time required to complete bigger projects, most of which were initiated in 2018 and will be completed in 2019 -2020.

Figure 15: 3RP partners have been supporting a wide range of municipal services since 2014



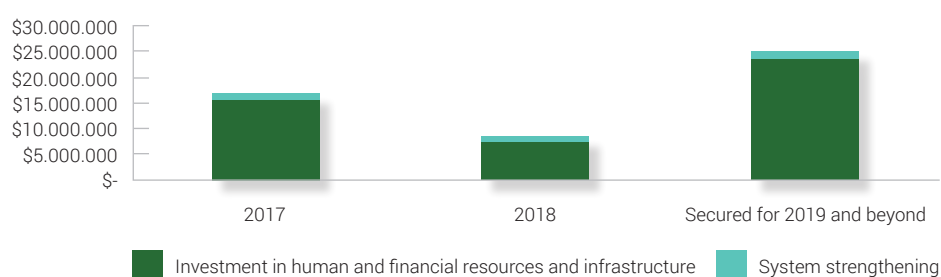
Building on these effort, Turkey also hosted in Gaziantep the first Global Forum on Local Solutions to Migration and Displacement in November 2019.¹⁸ The forum provided an opportunity to exchange good practices between cities and local development partners in responding to migration and displacement, facilitate city level partnerships, but also showcase how Turkish municipalities have been innovators in implementing global commitments such as the Global Compact on Refugees and the Global Compact on Safe, Orderly and Regular Migration. The Gaziantep Declaration resulting from the forum was presented at the first Global Refugee Forum in Geneva in December 2019.



¹⁸ UNHCR to Launch the first Global Refugee Forum, <https://www.unhcr.org/news/press/2019/6/5d10c6f64/unhcr-launch-first-global-refugee-forum.html>

LEVERAGING INVESTMENT TO FOSTER SUSTAINABLE IMPROVEMENT IN MUNICIPAL SERVICES

Figure 16: System strengthening efforts to complement investments in infrastructures are also critical at municipal level



Given that the scale of the need for support for municipalities is much greater than the funding available from 3RP partners, ensuring that these investments are strategically targeted is critical to ensure maximum impact. This is especially the case given that municipalities are also benefitting from large investments by international financial institutions and other bilateral development partners.

While the project-based nature of municipal interventions may give the impression that 3RP support is relatively fragmented, partners have actually worked on sequencing successive interventions to ensure that the overall support provided makes a complementary and transformative impact. For example, 3RP partners have greatly improved the solid waste services of Hatay, Gaziantep, Kilis and Şanlıurfa municipalities since 2014 by providing target municipalities with the necessary vehicles for transportation and loading of solid waste but also with facilities to transfer, sort and compact the waste. This resulted not only in improving services for nearly 2 million residents, and improving transportation and storage of over 500 tons of waste per day, but also enabled municipalities to generate USD 800,000 worth of additional electricity through waste-to-energy transformation, while saving USD 1.4m in leasing solid waste vehicle and equipment.

In addition to enabling such a quick return on investment by generating new revenues, the added value of 3RP interventions is to use tangible support as an entry point to also improve the management capacity of municipalities so that they are able to provide more services with the same (or fewer) resources, which is key to ensuring their resilience to future shocks.

Taking solid waste in Şanlıurfa as an example, investments in Solid Waste Transfer Stations greatly improved the transfer of waste from district to central facilities. The transfer stations significantly improved the environment by preventing the use of wild dumpsites and also helped generating economic benefits through recycling and cost savings. The municipality and 3RP partners analysed the solid waste management system to identify efficiency gains able to sustain these improvements. By reallocating solid waste vehicles across districts and replacing private contractors with municipal staff and linking districts to alternative transfer stations, the municipality was able to reduce its annual expenditure on the transfer of solid waste from TL 2.2 million to TL 1.3 million—a saving of TL 920,000, or 42.7 per cent of the municipal solid waste budget.

Gaziantep, Hatay and Şanlıurfa municipalities are now using a new project management approach supported by 3RP partners to take proactive and preparatory steps before the submission of projects to international donors. In Gaziantep, an examination of the fire-fighting department showed how reallocating emergency equipment such as firefighting vehicles across the municipality, based on an analysis of population size (including the refugee population) and the occurrence of incidents, would extend the coverage of the emergency department from 800,000 people to 1,000,000 without any increase in resources. Overall, support to firefighting and emergency services benefitted over 2.8 million southeast residents in 2018 who will receive more adequate—sometimes life saving—responses in case of incidents such as fires or traffic accidents. Such support is therefore bringing major change in their operational culture and enabling them to increase their capacities beyond the pre-crisis levels.

CITIES AS SAFE SPACES: MUNICIPALITIES ENSURING PROTECTION AND SOCIAL PROTECTION SERVICES

Municipalities, particularly district municipalities, are the first port of call for refugees seeking to understand how to navigate their daily life in their host communities. As such, municipalities are constantly approached by individual refugees in need of guidance and assistance. In order to take advantage of these daily contacts and interaction between persons of concerns and public institutions, 3RP partners in Istanbul have supported the setting up protection desks in 12 district municipalities of Istanbul. These desks are hosted in municipal facilities and staffed with a lawyer, an interpreter, a social worker and a psychologist. They make sure the right information is provided to refugees and disseminated to the host communities to access other services, but also work with municipal institutions to include refugees in municipal programmes and participatory structures.

This also requires facilitating coordination efforts between municipalities and local institutions to establish the necessary linkages. Complementary to other efforts on local level coordination,¹⁹ Istanbul partners have also facilitated local meetings between municipalities and other local service providers engaged in providing services to refugees. This is important for stakeholders to be aware of the services and assistance that are available in their areas, but also to share their respective experiences on how they have adapted services to the needs of refugees. Building on this successful experience, Istanbul partners are now sharing this practice with other municipalities of the Marmara region, such as Bursa, to replicate some aspects of that programming. This is already happening in Izmir, where a Refugee Support Desk and Mobile Support Unit have been established.

In terms of services, 3RP partners are not only working with municipalities to improve the resilience of service delivery but also to carry out other functions, particularly when it comes to providing protection and social assistance to refugees and host communities alike. For example, in 2019 child protection partners have been working in 18 cities and districts to promote child-friendly governance, designing guidelines and delivering trainings to ensure child-sensitive strategies and budgets, increase child participation and strengthen child rights programming. Similarly, partners have also been supporting Gaziantep, Adana, Şanlıurfa, Ankara-Kecioren municipalities to implement a model for integrated service delivery to refugees and other migrants and simultaneously promote and enhance social cohesion with the host community.

Figure 17: Municipalities being supported by 3RP partners²⁰

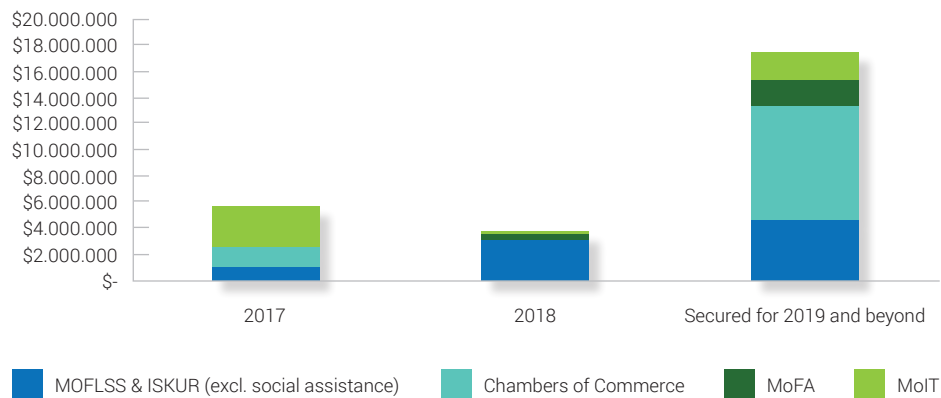


¹⁹ see the section on Support to Social Institutions for more details

²⁰ See the 3RP Municipal Dashboard for full details on each intervention.

SUPPORT TO PUBLIC INSTITUTIONS CREATING ECONOMIC OPPORTUNITIES AND DECENT JOBS AND FOSTERING AGRICULTURAL DEVELOPMENT

Figure 18: Preparation steps in 2018 have paved the way for substantive support in 2019



Supporting access to self-reliance and job creation is increasingly becoming a focus of the Government of Turkey and 3RP partners alike.

Supporting access to self-reliance and job creation is increasingly becoming a focus of the Government of Turkey and 3RP partners alike. This is due to general concerns related to rising unemployment and tensions related to competition for job opportunities and to the growing recognition that some of the beneficiaries of cash transfer schemes will need to transition to self-reliance to guarantee the sustainability of the social protection system for refugees and host communities.²¹ In its Exit Strategy for the ESSN, the Government sets the objective of transitioning 167,402 current ESSN beneficiaries to the labour market.²² Including vulnerable Syrians not benefitting from the ESSN and at least an equivalent number from host communities, makes up the livelihoods and food security sectors' cumulative targets for 2019 and 2020 of over 400,000 beneficiaries. This alignment in targets and objectives is evidence of the strong synergy between 3RP partners and Government priorities.

This is also being translated into practice, with 3RP partners increasingly moving beyond short-term interventions towards structured strategies targeting the demand- and supply-side of the labour market and the general enabling environment for job creation. This is urgent in light of the scale of needs, particularly considering that only around 115,000 work permits had been granted to Syrians up to November 2019,²³ meaning that the vast majority of economically active Syrians continue to work informally.

In that respect, it is reassuring to see that livelihoods and job creation institutions have benefitted from the most significant increase of support from 3RP partners, with over USD 17.5 million available for 2019 after USD 3 million delivered in 2018. This is because most of the available funding is multi-year, covering both 2018 and 2019, with preparatory steps taken in the first year to prepare for larger investments in the second. Livelihoods and agricultural interventions generally require in-depth design phases, given the need for such programmes to be market-based and therefore to undertake relevant market assessments, value chain analysis and training curricula

²¹ Frit Office of the Presidency of Turkey and Ministry of Family, Labour and Social Services, Exit Strategy from the ESSN Program (December 2018). Available at: <https://ailevecalisma.gov.tr/media/3725/essn-exit-strategy-1.pdf>

²² Ibid.

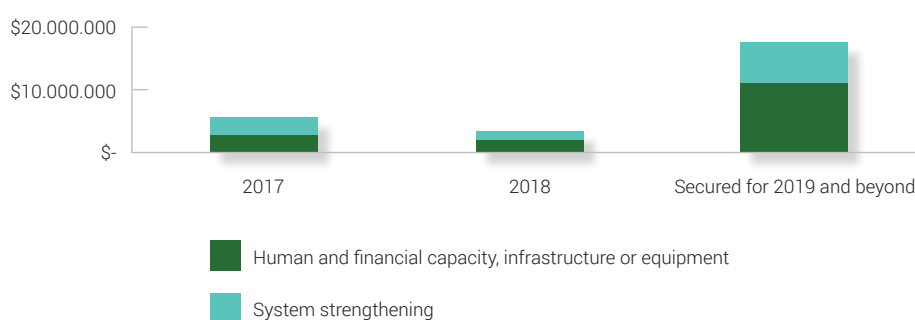
²³ MoFLSS data, November 2019

design to guarantee impact on job creation and placement. Such preparatory steps have enabled the largest investment in that category - USD 8 million investment in Capability and Digital Transformation and Innovation Centres for SMEs - to boost local economic growth. 3RP partners supported these centres in order to create a better environment for sustainable job creation by increasing the productivity of the SMEs through lean manufacturing and supporting entrepreneurs, start-ups and SMEs in developing innovative and added-value products and processes.

In addition, 3RP partners channel a substantive part of their support through public institutions to support vulnerable Turkish and Syrian beneficiaries to find employment. This includes for example:

- Covering the work permit application fees and part of social security premiums for Syrians to be employed through the Social Security Institutions of MoFLSS;
- Stipends for beneficiaries of agriculture vocational training through Provincial Directorates of Agriculture and Forestry; and
- Stipends and learning kits for 52,000 participants in adult language training classes through the TRC and MoNE to reach a working level of Turkish.

Figure 19: The growth of support to livelihoods and agriculture institutions is due to investment in infrastructure and systems



The box on the evolution of the response details some specific efforts of partners to strengthen public systems involved in job creation and placement. In addition to these examples, partners have also achieved good progress in enhancing the overall quality of livelihoods and agriculture programming in partnership with public institutions. Food security partners, for example, have worked hand-in-hand with the Provincial Directorates of the Ministry of Agriculture to enable Syrians to join agricultural skills training programmes, to raise awareness and simplify procedures related to work permit exemption in agriculture, and to organize job fairs and employment desks to match job seekers with agro-businesses. Livelihoods partners on the other hand have worked with ISKUR to design a general guide to employment.²⁴

3RP partners are also providing trainings to 300 social security auditors, 280 labour inspectors and judges on work permits regulation, on the International Labour Force Law and the Law on Foreigners and International Protection through several training activities. The trainings are also an opportunity to gather policy level recommendations for decision-makers from social security auditors, labour inspectors and judges on increasing the formal employment of refugees as well as facilitating the work permits.

²⁴ UNHCR and ISKUR, *Guide to Employment* (February 2019) Available at: <https://data2.unhcr.org/en/documents/details/67880>.

Box 6: Evolution of the response: the Work Permit Regulations has allowed partners to scale up their support to livelihoods institutions to facilitate access to active labour market policies for refugees and private sector engagement.

Date	Key Milestones	Change in the 3RP Response
January 2016	Regulation on Work Permits of Foreigners under Temporary Protection	Work permit fee assistance launched with NGO partners
April 2016	Regulation on Work Permits of International Protection Applicants and International Protection Status Holders	Work permit fee assistance extended to International Protection applicants
December 2016	MoNE Circular on Certification of Vocational Training	NGO partners reduced their operations and cooperation with public sector increased
January 2018	Work permit fee reduced	Work permit fee assistance increased
December 2018	ESSN Exit Strategy of the Vice-Presidency Office Released	The Strategy emphasizes the need for job creation and for closer links between social and economic partners and institutions.

Role of Civil Society: NGOs and local civil society still play an important role in delivering some vocational and language trainings, raising awareness of refugees on work permit applications and trainings on legal and financial laws in Turkey. For agriculture interventions, civil society contributed to the increase of such interventions since 2015, especially by establishing greenhouse and other agriculture income generation activities. In 3RP 2019 Field Workshops, CSO representatives also highlighted the added value of civil society in tailoring livelihoods programmes to local realities and to the specific needs of refugees.

SUPPORTING ISKUR DIGITAL TRANSFORMATION

The Turkish Employment Agency ISKUR is the central public structure for delivering employment services and therefore the primary Government partner for job creation efforts. As private employment agencies have mixed records in contributing to placing vulnerable individuals in decent jobs, the burden for matching low skilled workers with opportunities remains on ISKUR. Syrians under temporary protection have access to ISKUR services leading ISKUR to hire an extra 1,000 Jobs and Vocational Counsellors to absorb the support needs of Syrians. Yet, in order to further reduce pressure on ISKUR field offices, where long queues and waiting periods can generate tensions, partners deemed necessary to offer the opportunity for job seekers to access employment services online. Similarly, the potential significant increase in registration for ISKUR services also requires the transformation of M&E and tracking systems. As such, 3RP partners are supporting ISKUR to prepare Capacity Development and Digital Transformation Roadmaps.

As an integral part of the capacity-development programme targeting both the central and the local ISKUR offices, the already available tools (e.g. online M&E tools) used by ISKUR offices will be examined and a roadmap for digital transformation will be prepared to use the power of digital technology to improve the performance of ISKUR corporate systems. In 2019 and 2020, ISKUR staff from HQs and five Provincial Directorates (Gaziantep, Hatay, Kilis, Şanlıurfa and İstanbul) will be trained based on capacity development and digital transformation interventions. Livelihoods partners are in the process of conducting the assessment, which will be completed as of September 2019. The capacity-development and digital transformation interventions will be complemented by support in terms of IT and physical infrastructure, process improvements and trainings to İŞKUR staff, but also design of on-the-job training methodology for both Syrian and Turkish job-seekers.

SETTING UP INCENTIVES SCHEMES TO FOSTER ACCESS TO DECENT WORK

While lack of language and occupational skills among Syrians constitute the centre of problem on the supply side of the labour market, limited job creation capacity of the national economy, and reluctance of employers to employ Syrians in registered jobs constitute the core of the problem on demand side. The majority of employers in the country fall within category of Small and Medium Sized Enterprises (SMEs), generating 73.5 per cent of total employment. Minimizing labour costs by using informal employment - including of Syrians - is one of the primary survival strategies for SMEs.

As there were already several employment incentives provided by state targeting particular groups such as youth, women, disabled, unemployed, or vocational graduates, 3RP partners and the Ministry of Labour, Family and Social Services' Social Security Institutions saw the need to create a specific incentive to minimize the informal employment of refugees. Financial contributions by the international community may function as a complementary support mechanism for employers to employ both refugee and Turkish workers in registered jobs. Decreasing financial costs and bureaucratic burdens incurred by work permit procedures will also function as an extra incentive for employers in this context.

A comprehensive cooperation agreement with MoFLSS's Social Security Institutions on incentives entered into force at the end of February 2019. The incentive scheme has been designed so that 1,100 Syrians and 1,100 host community members will benefit from the incentive programme. Social security premiums for a maximum six months as well as work permit application fees for Syrians will be covered in return for formal employment. MoFLSS is assigning a project team, including contact points at the provincial level and is building an online mechanism to operate and manage the incentive programme linked with the MoFLSS system. 3RP partners are also setting up one-stop shops in targeted provinces where Syrians under temporary protection would be able to access all employment services in the same place.²⁵

After 20 days of training, 14 teams consisting of Syrian and Turkish entrepreneurs presented their business ideas in front of a jury selected by IOM, Kudra and Hatay Metropolitan Municipality.



²⁵ See the 2018 edition of this report for more details on the one-stop-shops: 3RP Inter-Agency, Support to Public Institution in the Turkey 3RP (September 2018). Available at: <https://data2.unhcr.org/en/documents/download/66186>.

CREATING NEW SYNERGIES AND PARTNERSHIPS BETWEEN LOCAL INSTITUTIONS FOR INCREASED JOB OPPORTUNITIES

Setting up Capability and Digital Transformation and Innovation Centres for SMEs is one of the main investments by livelihoods partners for 2019. While this predominantly consists of technical assistance and equipment, it also requires important work at policy level to set up the necessary networks. Chambers of commerce and industry have a big role to play here so that productivity gains for SMEs do result in employment opportunities for the most vulnerable, including Syrians. Therefore, MoIT has signed protocols with the chambers in Gaziantep, Mersin, Adana and İzmir to jointly establish Capability, Digital Transformation and Innovation Centres. The protocol is a tool to create jobs for both Syrians and host community members rather than a standard agreement signed to complete bureaucratic procedures: all the chambers are provided with a caseload of beneficiaries that would be need to be placed in the jobs created in supported SMEs. This supports chambers to follow up on the specific labour needs of businesses and proactively match potential beneficiaries. To support these efforts and ensure that refugees benefit from some of the job opportunities, MoIT has also established linkages with DGMM to obtain data on refugees to assess their skills and profile and refer them to the available vacancies.

Such linkages are particularly important as neither MoIT nor chambers of commerce and industry are traditionally involved in refugee responses. On the other hand, MoIT and chambers do have links with the private sector (SMEs) and business associations. Their work to support the local private sector to address productivity issues and boost innovation to create jobs can therefore be crucial to the long-term success of 3RP resilience efforts. Livelihoods partners have also worked on a mapping of Syrian-owned enterprises²⁶ in project provinces and a survey on the perception of the private sector on Syrian refugees.²⁷ These assessments are helping MoIT to develop strategies for promoting employment of refugees in Turkish SMEs and to ensure that Syrian businesses and entrepreneurs are able to benefit from the available technical and financial services and support provided by the Ministry and its affiliated institutions.



²⁶ UNDP, *Mapping of Syrian-owned enterprises*, 2019, available at: https://www.tr.undp.org/content/turkey/en/home/library/syria_programme/mapping-of-syrian-owned-enterprises.html

²⁷ UNDP, *Private Sector Engagement In The Syria Crisis Response: Opportunities and Challenges Report*, 2019, available at: https://www.tr.undp.org/content/turkey/en/home/library/syria_programme/private-sector-engagement-in-the-syria-crisis-response--opportun.html



For further information related to the 3RP, please contact:

Bastien Revel
bastien.revel@undp.org

Johannes Van Gemund
gemund@unhcr.org